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ABSTRACT

This report presents descriptions of successful Canadian public and private programs to aid the homeless and alleviate homelessness as part of participation in the International Year of Shelter for the Homeless (IYSH). Part 1, "The International Year of Shelter for the Homeless," includes the following: (1) objectives; (2) global conditions of the IYSH; (2) sources of homelessness in Canada; (4) numerical estimates; and (5) profile of Canada's homeless. Part 2, "Canadian Initiatives during the International Year," includes a general discussion of regional initiatives, and a list of the names of and participants in 15 traditional volunteer programs. Part 3, "Selected Canadian Solutions," includes the criteria for selecting the demonstration programs, and 17 detailed program descriptions. Information provided for each program, in addition to its name, location, capacity, and geographic scale, includes the following: (1) purpose, duration, and the relevant combination of the six possible public and private partners; (2) type of initiative and principal objective; (3) the source of the homelessness addressed, the homeless groups targeted, and the type of solution demonstrated; and (4) lessons learned from preliminary evaluations. Part 4, "A Framework for Action beyond the International Year," discusses issues common to all programs of shelter for the poor and homeless. Black and white photographs and blueprints of the housing units for the various homeless groups accompany many of the descriptions. Line drawings portraying the homeless in their daily search for shelter, food, clothing and dignity of life are included. A copy of the proclamation of the Mayor of the City of Vancouver (British Columbia) declaring "Shelter for the Homeless Day" is also included. A list of 40 references and a 141-item bibliography are included. (FMW)

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HOMELESSNESS AND THE HOMELESS: *Responses and Innovations*

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A Canadian Contribution to IYSH 1987

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HOMELESSNESS AND THE HOMELESS:
RESPONSES AND INNOVATIONS

A CANADIAN CONTRIBUTION TO IYSH 1987

by H. Peter Oberlander
and
Arthur L. Fallick

* * * * *

Centre for Human Settlements
The University of British Columbia
1988

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The International Year of Shelter for the Homeless focussed attention on the plight of the homeless nationally and internationally. Canada Mortgage and Housing Corporation, Canada's national housing agency, served as the national focal point and supported a wide range of initiatives to identify and highlight the best means of aiding the homeless and alleviating homelessness. Among these initiatives and as an integral part of Canada's participation in IYSH the Centre for Human Settlements at the University of British Columbia was invited to identify, analyse, and select practical solutions to homelessness in Canada which demonstrate a variety of successful approaches based on regional differences, local needs, and effectively combining public and private resources.

A progress report on the initial analysis on the nature, scope and causes of homelessness in Canada was submitted to UNCHS 10 at its meeting in Nairobi in 1987. The current report completes the research project by integrating the analysis of cause and effect of homelessness in Canada with selected successful solutions representative of public and private initiatives across the country. The projects selected meet the criteria and guidelines established by the UN Commission on Human Settlements for demonstration projects which have been adapted to meet Canadian circumstances.

Research and analysis provide conclusive evidence that while homelessness in Canada is a readily identifiable phenomenon particularly in the major metropolitan areas it is subject to public policy intervention and substantive improvement through the combined application of public and private initiatives and resources. The projects selected for detailed analysis and presentation indicate that a partnership of public and private agencies, together with the homeless themselves is capable of substantively and substantially assisting the homeless and alleviating homelessness on a continuing basis.

The research project and the current report has had the generous financial support of CMHC and was made possible through the extensive co-operation of many provincial agencies and departments concerned with shelter provision and the alleviation of homelessness. In particular the focal points in each province and the two territories materially assisted in collecting information, analysing data and providing illustrations for this publication.

The preliminary as well as the final report was based on two Invitational Seminars convened by the Centre which allowed a group of

senior and experienced colleagues together with graduate students, to discuss the issue of homelessness, review relevant papers and advise on approach and scope of analysis. Their collective contribution is deeply appreciated.

The haunting line drawings portraying the homeless in their daily search for shelter, food, clothing and dignity of life, are the work of Naomi Spiers a well-known Canadian west-coast painter and sculptor. The drawings were based on her daily contact with the homeless and Naomi Spiers deserves our admiration and gratitude for this sensitive and evocative presentation.

Special thanks are due to Shirley Marcus, Administrative Assistant at the UBC Centre who was responsible for extensive editorial work and the production of the final report.

Homelessness, while broadly pervasive, reflects prevailing economic, social and political circumstances. The homeless themselves are diverse and represent social and economic diversity deeply rooted in the process of urbanization. While Canada has its share of the homeless and has become acutely aware of the causes of homelessness it has also begun to solve the problems identified, through a variety of locally-based projects and programs. Therein lies Canada's best hope of alleviating homelessness in the years following IYSH through the determined application of the partnership of public and private resources. The current report may contribute to a clearer understanding of the causes and effects of homelessness and also give hope to the homeless themselves and to those concerned with eliminating homelessness in Canada.



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The International Year of Shelter for the Homeless raises questions that run to the heart of the human condition and for which answers are not in any sense evident. The IYSH is a way of consciousness raising around the world; a year where the issues are so urgent and the necessary responses so passionately held that perhaps we might evidence a break-through.

Honourable Stephen Lewis, Canada's Ambassador to the United Nations, Vancouver, May 1987.

THE INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS

On 29 September 1980, His Excellency Prime Minister Premadasa of Sri Lanka addressed the thirty-fifth session of the General Assembly of the United Nations:

In the rush for development, urbanization has run out of control, spawning ugly slums and ghettos, depopulating rural areas and overcrowding conurbations. Urban poverty, congestion and squalor are problems common to many of our developing countries.

It is said that as much as 20 percent of our people are seriously undernourished in the developing countries; 50 percent do not have safe water; 60 percent do not have proper health care; 20 percent of the babies die before they reach the age of 5.

There are equally depressing figures for unemployment, education and other basic needs. Housing provides a key to the solution of several of these disabilities.

The problem of housing is not confined to Sri Lanka. It is not a problem confined to Asia. It is a global problem.

The replacement of shanties with decent housing is not a peripheral part of development. It is at the very core. It is an investment in mankind.¹

The Prime Minister proposed the declaration of a special international year to be dedicated to the problems of the millions of people who are homeless or who live in shanties and substandard houses - the poorest of the poor throughout the world.

This proposal was accepted and subsequently confirmed by the General Assembly through Resolution 35/76 of 5 December 1980; it was also reported by the Executive Director of

UNCHS (Habitat) to the Fourth Session of the Commission on Human Settlements held in Manila in 1981, and confirmed in Resolution 4/2 of that Session. It was also furthered in a note by the Secretary-General to, and in Resolution 1981/69b by, the second regular session in 1981 of the Economic and Social Council.

During its thirty-sixth session the General Assembly decided to designate 1987 as the International Year of Shelter for the Homeless (Resolution 36/71 of 4 December 1981), requesting the Executive Director of UNCHS (Habitat) to prepare a proposal containing a specific program of measures and activities to be undertaken prior to and during the year. The required report was submitted to, and endorsed by the fifth session of the Commission on Human Settlements in 1982.²

During the Tenth (Commemorative) Session of the Commission in Nairobi, in April 1987, Prime Minister Premadasa observed that:

... although much had been accomplished, development efforts had failed to correct the basic condition that they addressed. The principal task was therefore to fashion a new, accelerated and sustainable approach to development. From a review of the experiences of the International Year of Shelter for the Homeless (IYSH), it was evident that shelter could become a new organizing principle of development, provided that it could meet the critical criteria of acceptability, affordability, durability and viability. He reminded the commission that the IYSH was not an end in itself, that follow-up action must be secured, and that the International Year would be judged not by the material content of the efforts but by their moral impact; it was not only shelter that was being built but also values; not only societies being developed but also people.³



OBJECTIVES OF THE INTERNATIONAL YEAR

The goals of the IYSH were articulated by the United Nations General Assembly in 1982 under Resolution 37/221:

The objective of activities before and during the year would be to improve the shelter and neighbourhoods of some of the poor and disadvantaged by 1987, particularly in developing countries, according to national priorities, and to demonstrate by the year 2000 ways and means of improving the shelter and neighbourhoods of all the poor and disadvantaged.⁴

Four goals were identified:

- (1) To secure the renewed political commitment of the international community to the improvement of the shelter and neighbourhoods of the poor and disadvantaged and to the provision of shelter for the homeless, particularly in the developing countries, as a matter of priority;
- (2) To consolidate and share all new and existing knowledge and relevant experience gained since Habitat: the United Nations conference on human settlements, held in Vancouver in 1976, in order to provide a full range of tested and practical alternatives for improving the shelter and neighbourhoods of the poor and disadvantaged and for providing shelter for the homeless;
- (3) To develop and demonstrate new approaches and methods to assist directly and augment the present efforts of the homeless, poor and disadvantaged to secure their own shelter, and in order to provide a basis for new national policies and strategies for improving shelter and

neighbourhoods of the poor and disadvantaged by the year 2000;

- (4) To exchange experience and provide support among countries to meet the objectives of the year.⁵

In support of these four goals, participating governments were encouraged to make an assessment of their own shelter needs of the poor and disadvantaged and then actively improve the situation by:

- (a) reviewing and adjusting existing policies and programs, with priority on the provision of shelter as a fundamental part of national economic and social development;
- (b) developing and strengthening relevant legislation to improve, for example, the access of the poor and disadvantaged to decent and affordable shelter as a basic right;
- (c) developing and strengthening relevant administration and management capacities, especially at the subnational and local levels;
- (d) developing and implementing shelter demonstration projects;
- (e) undertaking and supporting extended programs of applied research;
- (f) developing and disseminating information;
- (g) generating the necessary human, material and financial resources;
- (h) ensuring effective public participation.

Three crucial factors in developing effective programs of action toward the year 2000 were considered:

- (1) "adequate shelter" must be recognized as being more than four walls and a roof; at the very least adequate shelter also involves security of tenure/occupation and

- reasonable access to infrastructure and basic services and to employment;
- (2) governments should recognize that "human settlements" cannot be regarded as merely a sectoral activity in national development plans. Human settlements are the final product in terms of built/living environments of all sectoral activities;
 - (3) the national IYSH action program has a clear focus on full and effective participation and involvement of the poor and disadvantaged themselves, with activities primarily aimed at helping the poor to help themselves.⁶

The basic program for IYSH reflects constraints and opportunities for action at three levels:

- ** political commitment regarding the importance of the shelter issue and the need to give it adequate support and attention;
- ** policy-level commitment to creating the administrative framework that will allow an adequate approach to shelter problems on an integrated basis within the mainstream of development;
- ** the testing, review, implementation and exchange of experience on solutions that optimize need and affordability.⁷

GLOBAL CONDITIONS AND THE IYSH

The sight of hundreds of thousands of our fellow human beings buddled into the urban and rural slums and makeshift dwellings, and sizeable numbers, including entire families, literally living on the streets, is one which we as citizens of one world must

no longer accept. We must demand, and ourselves initiate, action at every level - local, national and international - to put an end to this human misery. Message from the Secretary-General to the Commission on Human Settlements at its tenth (commemorative) session, April 1987.

In the decade since the United Nations conference on Human Settlements was held in Vancouver, more than 350 million people have been added to the cities of the developing part of the world, and most of these have been added to the population of the overcrowded slum and squatter settlements. This pace of growth is expected to continue unabated well into the next century.

IYSH has raised the consciousness and challenged the conscience of the world to consider the plight of the millions of people who lack shelter, and the hundreds of millions who lack a real home - one which provides protection from the elements; has access to safe water and sanitation; provides for secure tenure and personal safety; is within easy reach of centres of employment, education and health care; and is at a cost which people and society can afford.⁸

In the build up to and during the International Year, chilling and visceral images of impoverishment and the homelessness which it engenders have been relayed through the world media. UNCHS (Habitat) has reported that *one hundred million* people have no shelter of any kind, and in addition, *one billion* people, fully one quarter of the global population, are seriously at risk of becoming homeless because of inadequacies in their shelter and living conditions. As Canada's UN Ambassador Lewis told delegates to the International Conference on Homelessness in Ottawa, "we are dealing with a contagion which begins with the phenomenon of homelessness and then spreads outward to hopelessness".

It became clear from the Ottawa conference, and the many similar meetings held throughout 1987, that homelessness is not confined to the developing countries. It is, as the Executive Director of UNCHS (Habitat) has suggested, a truly global phenomenon, and one which involves more than simply the presence or absence of shelter. Urbanization, economic and social policies and human settlements development, broadly conceived, all have direct effects on shelter conditions and consequently must be addressed through systematic and sustained programs of action.⁹

At the Tenth (Commemorative) session of the Commission on Human Settlements in Nairobi, Canada together with the other member countries, endorsed the position adopted by UNCHS (Habitat) in its *Global Report on Human Settlements*; it states that future economic and social progress as well as political and social stability will to a large part depend upon, and be determined by, the human settlements policies and actions which are forged now and in the years to come.¹⁰ The challenge is to combine, in the most optimal manner, the organizational capacity of the Non-governmental Organizations (NGOs) and the poor, with government's ability to intervene in the crucial areas of land, resource mobilization, infrastructure and the use of appropriate technology. It was also recognized that such a combination of resources and policy instruments must go hand in hand with the establishment, on the part of government, of an administrative and management framework conducive to successful policy and project implementation.

Toward this end, a major feature of the IYSH is to test through demonstration projects, existing and new ways to augment or facilitate the efforts of the poor and disadvantaged to improve their shelter and neighbourhoods. To date, 139 governments have established national focal points to oversee programs for the year;

over 600 projects have been designated by governments and organizations as demonstration projects. These focus on basic problems such as providing or improving shelter; access to safe drinking water, sanitation and waste disposal; generating jobs in the formal or informal construction sector; improving environmental conditions; upgrading infrastructure and services for the poor, including roads, public transportation, energy, health, social, educational and recreational facilities; and providing low-cost building techniques and materials, especially through more widespread use of indigenous methods, skills and construction materials.¹¹

In addition to projects of a physical character, nations are also reviewing and strengthening policies, as well as legislative, organizational and financial measures (conventional and non-conventional). Co-operation between the developing and developed countries has resulted in an increased international commitment toward achieving real and sustained improvements in the shelter and living conditions of the poor and disadvantaged by the year 2000.

The progress to date however, has to be seen within the context of the sobering conclusions from the world commission on environment and development (*Our Common Future*). Human settlements in the developing countries are growing at rates which are exponential by historic standards: from 2 to 10 per cent each year. At such a pace, more than two billion people will be inhabiting cities and towns in the developing world by the end of the century, a three-fold increase from the level of 1970. As a result, in the space of only *fifteen years*, the developing world will have to increase by *sixty five per cent*, its capacity to produce and manage its urban infrastructure, services and shelter, merely to maintain present conditions.¹²

While considerable attention has been focussed on the problems of the developing countries, growing evidence indicates that there can be no

cause for complacency regarding the scope and scale of homelessness in the developed world. Indeed, the IYSH has served to focus attention on the fact that despite the relative affluence of countries in the developed world, homelessness continues to be a prevailing and in some cases a pervasive phenomenon. Analyses of homelessness among the European Economic Community and in North America suggest that the homeless are becoming more economically and socially diverse, and that the sources of homelessness have their roots in the structural conditions of these societies rather than in personal-

ity deficiencies among homeless people.¹³

In the Canadian context, what may be one of the enduring and hopefully significant contributions to the International Year involves an analysis which conceptually differentiates the sources of *homelessness* from their ultimate manifestation, *homeless* people. While obviously inter-related, there are nevertheless important differences in these concepts and consequently in the types of intervention strategies which are required to resolve the problems associated with them.





SOURCES OF HOMELESSNESS IN CANADA

The current report is the result of research involving the national and provincial IYSH focal points and local organizations in the ten provinces and two territories that allowed the identification of fundamental Canadian issues:

- (1) who are the homeless in Canada;
- (2) what are the principal sources of homelessness;
- (3) what are the necessary and contingent relations between the two?

This approach recognizes the importance of unambiguous and contextually relevant definitions before proceeding to qualitative and quantitative analyses.

A review of recent Canadian reports and surveys published in response to the IYSH indicates that there is as yet no general consensus as to the most reliable definition of homelessness.¹⁴ It is a phenomenon which is difficult to define and measure accurately, since it involves more than simply the presence or absence of shelter. No single causal factor has been found which exclusively or successfully explains why people become homeless, and consequently, no singular intervention strategy is likely to resolve what is in effect, the manifestation of a series of synergistically related conditions.¹⁵

Homelessness is linked to a complex set of conditions which are affecting an increasingly broad spectrum of society. It appears to be a predominantly urban centred, socio-economic and physical shelter problem, deeply rooted in regional disparities, and closely related to opportunities for meaningful economic participation. In certain regions of the country the problems traditionally have been chronic, whereas

in others they have been spatially and temporally episodic. While certainly not a new phenomenon, homelessness has proven to be remarkably resilient despite periods of economic prosperity and social reform.¹⁶

Analysis of current data suggests:

Homelessness in Canada results from the confluence of social, economic, political and physical factors which combine in particular ways and at varying spatial and temporal scales. One or more of these factors can act as a precipitant which triggers other sources of homelessness, and these in turn significantly impact the lives of different segments of society.

The main precipitants of homelessness in Canada include:

- (1) Unemployment, underemployment and unemployability
- (2) Poverty
- (3) Lack of affordable housing¹⁷
- (4) The breakdown of the traditional family structure
- (5) Inadequacies and inequities in the provision of social welfare¹⁸
- (6) Lack of diversified community support systems for the deinstitutionalized
- (7) Displacement occasioned by urban revitalization.

Based on the relative nature of homelessness and bearing in mind its diverse causes, homelessness in Canada can be defined as:

The absence of a continuing or permanent *home* over which individuals and families have personal control and which provides the essential needs of shelter, privacy and security at an affordable cost, together with ready access to social, economic and cultural public services.

This intentionally broad definition eschews alternative formulations which regard homelessness as being either a temporary phenome-

non, or one which can be traced to a single cause which by inference, is amenable to a linear or singular solution. Because homelessness results from the inter- relations among a number of contributing sources, its effective resolution will entail multi-dimensional responses.

The above definition implicitly assumes that homelessness in Canada is subject to public policy resolution, of which employment and housing are vital, but not exclusive parts. It also recognizes that solving homelessness is not, and cannot be exclusively a matter for governments. The viability of systematic, sustained and cost-effective strategies to alleviate problems of urban poverty and homelessness rests with the willingness and commitment of the public *and* non-governmental sectors to co-ordinate their efforts and to work in concert with the poor and disadvantaged. Canada has the resources and the capability to eradicate homelessness; it must now harness the current political will and demonstrate its continuing commitment.

NUMERICAL ESTIMATES

The current political debate over homelessness in economically advanced countries such as Canada and the United States is best understood as a contest over the policy status this issue will eventually obtain. It could break through into the arena of serious public consideration and public action, or it could be dismissed as relatively insignificant and gradually blend into the accepted order of things. This explains why much of the public discussion of homelessness, at this stage of its development as a public issue, is preoccupied with making numerical and normative claims.¹⁹

Establishing reliable estimates of the homeless is complex, difficult and sometimes confusing. A large part of the confusion stems from the

fact that the homeless are a continually moving and shifting population. Traditionally, enumeration is based upon an address; but the homeless have no address. In addition, enumeration confronts other issues: who should be included, and why? If only those who have no shelter are counted, a low estimate results; if those who use emergency shelters are included, a larger number results. However, if the definition of the homeless is correlated with the principal sources of homelessness as outlined above, a much greater figure is involved.

The precise number of homeless nationally or in any one of the major cities at any given time depends upon the definition chosen, and on the descriptive boundaries of selected social, economic and geographic factors. Since these criteria have not been consistently applied in local studies, the estimates which have been produced must be interpreted with caution:

no reliable and accurate count of homeless people in Canada currently exists.

Prior to the findings of the *National Inquiry on Homelessness* by the Canadian Council on Social Development in September 1987, it was generally suggested that there were between 20,000 and 40,000 homeless people across Canada.²⁰ These figures were based on estimates derived from studies of the use of emergency shelters and soup kitchens, and generally correspond to those who have been classified as "street people".²¹

The CCSD generally agreed with this estimate, although their first report in 1986 defined homelessness as being synonymous with poverty, and evidence was produced indicating that there were over 4.5 Million people in Canada living in poverty. When the results of the *National Inquiry on Homelessness* were released, the estimate had been revised to either 100,000 (the number of beds provided to the homeless

and destitute during 1986), or between 130,000 - 250,000 (those who do not have secure homes and those whose housing is grossly inadequate).²²

Effective and continuing governmental policies to alleviate homelessness demand a reliable, factual base. To date most surveys have revealed definitional, conceptual, and methodological inconsistencies, which threatens government support, particularly at the provincial level.

While the importance of reliable numbers and the need for accurate measurement and valid statistical analysis are recognized as important and pressing problems, their absence should not delay immediate and concerted action. The lack of absolute and accurate numbers cannot become an excuse for the lack of public and private initiatives to reduce homelessness. The issue should not be establishing a grand numerical total (a highly suspect enterprise given the synergistic nature of the issues), but rather determining the causes and effects of the structural transformations which are occurring, and eliminating the incidence and the risk of homelessness through public policies at appropriate levels.

CANADA'S HOMELESS

In practically every Canadian city there are homeless people who for a variety of reasons, and for varying lengths of time, sleep in doorways, under bridges, in derelict buildings, in back alleys, in the parks, or in makeshift shelters which are dismantled with the first light of dawn. During the day they may wander the streets, trying not to appear conspicuous so as not to draw undue attention to themselves. Their routine often involves frequenting public buildings or the sympathetic drop-in centres which afford some respite from the daily drudgery of securing food at the soup kitchen or the food bank; entering the revolving door with

monotonous regularity, into the tangled web of the social service system; re-emerging frustrated, out onto the streets to continue a well-defined but essentially meaningless itinerary until it is dark enough to hole up for the night, perhaps with some distilled elixir to block out the fear and loneliness for a short time.

These homeless individuals, the flotsam and jetsam of urban society, are not a new phenomenon to anyone familiar with urban life. What is new and disturbing is that they represent only a fraction of the homeless in Canada today. The homeless are the visible tip of a situation whose roots are to be found in the structure of Canadian society - homelessness. Increasing interest in and concern for the homeless have produced a rich and varied assortment of descriptive vignettes and "human interest" stories in the media.²³ Usually evocative and often sensational, they reflect a growing, albeit reluctant recognition that there are homeless people who do not fit the traditional stereotype of the indigent vagrant who has opted out of society and into a bottle. Opinions differ widely as to the exact numbers involved, and more particularly, on the reasons why people become homeless in such an affluent and civilized society. While there is no consensus on the scope and scale of the problem, or indeed that a problem exists, with each additional newspaper article, television and radio report, journalistic expose and academic treatise, the reality of what is all too often an unwanted situation is slowly permeating the Canadian consciousness. It remains to be seen whether the interest which has been generated by the media will become the catalyst for a new public policy and action resulting in the elimination of the causes of homelessness.

The homeless are not homogeneous - their social, economic and demographic diversity make them difficult to quantify or classify. However, from a variety of documentary sources

and field observations it is possible to identify a spectrum of categories which make up a continuum from the "urban nomads" who inhabit the streets or take refuge in the emergency shelters, to the growing number of Canadians who are "at risk" of becoming homeless because of their fragile hold on economic and social stability.

From the conferences, regional workshops and reports which occurred prior to and during the International Year, evidence suggests that significant increases have occurred in the incidence of homelessness among:

- ** seasonally, temporarily or chronically unemployed men and women;
- ** the underemployed and so-called "new poor" whose economic marginality places them at risk;
- ** the unemployable and socially marginalized;
- ** single parent families, especially young mothers with children;
- ** mature and older women and men living alone;
- ** disaffected youth, euphemistically identified as runaways, some of whom have only recently entered their teens;
- ** Native Canadians, particularly in western Canada, who have moved to the major cities in search of jobs and better living conditions, but who are significantly at risk because of limited skills and problems coping with urban life;
- ** deinstitutionalized people, particularly but not exclusively the mentally ill, who lack diverse community support systems;
- ** the physically disabled for whom homelessness is as much a design and environmental issue as it is a social and economic concern;
- ** long time residents of inner city communities experiencing displacement brought about by gentrification, revitalization and

significant reductions in low cost rental accommodation;

- ** the non-urban homeless including, *inter alia*, rural farm workers and on-reserve natives.²⁴

What defines Canada's economically disenfranchised and socially marginalized homeless is the lack of a *home*.

As a result of the various reasons for and precipitants of homelessness, there are, to varying degrees:

- ** people with no physical shelter for varying lengths of time;
- ** people who have no permanent shelter;
- ** increasing numbers relying on emergency shelter for sustained periods;
- ** people living in inappropriate or substandard dwellings for which they are paying in excess of 30% of their income;
- ** those whose housing security and stability are highly susceptible to changes in provincial policies and local economic conditions.

Until recently, a common perception was that the homeless were "skid row bums or bag ladies". This stereotype served a double function of allowing people to separate "them" from "us", and also to enable society to differentiate between the "deserving" and the "undeserving" poor. The literature contains many depictions of "life on the skids" and the "demise" of the indigent who are unable to retain their prescribed place in mainstream society, serving to reinforce and legitimate negative stereotypes. While images depicting the homeless are changing in response to more thorough investigation and analysis, adverse public reaction and prejudice persist. It is still common to hear that the homeless are lazy, shiftless, or undisciplined; that they are living

off the largesse of the state, or that they choose to be homeless. Many programs and activities during the IYSH have served to dispel some of the prevailing myths in Canada and around the world.

The homeless in Canada are invariably poor and usually rely upon government to provide social assistance. Obtaining accommodation which is affordable, secure and adequate for the needs of an individual or family must be seen within the context that there is not one single jurisdiction in Canada where social assistance allowances meet the poverty level, let alone are above it.²⁵

The suggestion that people choose to be homeless is based on the argument that there is sufficient housing for all Canadians, and as a result, no one need be homeless. However, recent reviews of the shelter options available to the poor, including emergency shelters, rooming houses, dormitories and hostels, reveal that as the more secure and affordable alternatives disappear, a range of "inappropriate" shelter options are by default becoming permanent quarters for some (including abandoned buildings, public spaces, emergency shelters and hostels). None of these options constitute an adequate home. They reinforce and perpetuate homelessness and do little to address the conflict inherent in the structure of the economy which pits the needs of the poor and unemployed against the marketplace; or relegates them to fragmented public support systems which differ considerably from province to province.²⁶



CANADIAN INITIATIVES DURING THE INTERNATIONAL YEAR

The government of Canada, in co-operation with the provinces, territories, the housing industry and public interest groups organized many programs throughout 1987 to focus attention on the national and international need for shelter for the homeless. Canada Mortgage and Housing Corporation in addition to an expanded social housing program developed a five-point action program in consultation with other federal departments to observe the International Year including:

- (1) Acting as the national focal point for IYSH for the purpose of:
 - ** identifying and publicizing housing policies and projects that will have a practical, worthwhile, concrete and lasting effect on the improvement of housing conditions;
 - ** receiving and distributing information about IYSH activities;
 - ** encouraging provincial, territorial, non-governmental and private sector participation under the Canadian program for the IYSH.
- (2) Providing grant aid to UNCHS (Habitat) to assist developing countries to participate in IYSH, and partial funding to non-governmental and private sector organizations to help them observe the year in Canada.
- (3) Providing annual status reports about IYSH and related housing activities in Canada to UN sessions dealing with IYSH.
- (4) Undertaking and funding studies outlining the evolution of housing and future prospects for housing in Canada.
- (5) Designating demonstration projects that meet UN-IYSH criteria, and have practical, concrete and lasting effects on the improvement of housing conditions; and making this information available as required under the IYSH program.

The Canadian focal point program of action for 1987 is described at the end of this section.

REGIONAL INITIATIVES

Activities initiated during IYSH varied considerably among the ten provinces and two territories. Specific initiatives included the establishment of provincial secretariats in Ontario and Quebec, inter-ministerial committees, advisory committees representing the various regions and interest groups, as well as conferences, surveys, competitions and research studies. In many of the regions, specific community-based support programs, as well as shelter and housing projects were developed as part of a committed effort to improve the living conditions of the poor and disadvantaged. These included strategies to raise public awareness and concerns regarding homelessness and the needs of the homeless.

The following illustrates the range of activities generated across Canada during the International Year:

In the Atlantic provinces (Nova Scotia, New Brunswick, Prince Edward Island and Newfoundland/Labrador), and the two territories (Yukon and Northwest Territories), IYSH-related activities were generally incorporated into existing and ongoing housing programs for the poor and disadvantaged. Rather than establish new initiatives or homeless-specific programs, the governments reviewed their policies and programs for allocating and targeting social and public housing units, and attempted to address the needs of the homeless using existing resources.

In Prince Edward Island for example, 170 new units of housing are being constructed during 1987/88 for low income households, financed through a combination of federal and provincial government programs. Three family housing projects (totalling 20 units), three senior citizens housing projects (15 units), and three group homes for adolescents (space for 22 children), are being constructed by the provincial housing corporation with federal assistance under the public non-profit housing pro-

CANADIAN INITIATIVES

gram. Canada Mortgage and Housing Corporation is financing approximately 72 of the 170 new units as private non-profit housing for families and seniors, 30 units as rural and Native housing and 8 as rent supplement units. The initiatives during the IYSH are similar to those of previous years (144 units 1985/86 and 135 units 1986/87), and reflect a well established and effective relationship between the federal and provincial governments.²⁷

In New Brunswick, a similarly effective partnership exists between the federal and provincial housing corporations resulting in the production of a wide variety of social housing programs including a federally assisted residential rehabilitation program for homeowners and those disabled, non-profit housing; rent supplement; rural and native housing; emergency repair program and the co-operative housing program. Provincial programs include home improvement loans, basic shelter and public housing units. In the 1987/88 fiscal year the provincial housing corporation is expecting to expend \$44,522,000 on social housing including \$14,741,000 on RRAP/HIL, up to \$16,220,000 on non-profit housing (increasing the stock by 328 units), and \$13,561,000 on 227 rural Native/basic shelter units.²⁸ Nova Scotia participation is discussed subsequently.

One of the significant activities arising from IYSH-related initiatives in Atlantic Canada was the *Atlantic Women and Housing* conference in April 1987. The conference became a catalyst for women's groups to come together and identify major housing issues, and through their collective efforts, plan and implement appropriate solutions. Housing issues identified included tenant protection, income policies, community development and education, domestic violence, changes to current housing policy, minimum standards/zoning and housing for Native women. Task groups were established to plan and co-ordinate strategies of action at the community

level, focussing on priority areas including public housing tenants; finance; education/resource planning; design and community planning, and worker co-operatives. The conference and the action which it initiated established the basis for effective improvement in the living conditions for women in Atlantic Canada which may be replicable in other regions.²⁹

The largest number of IYSH activities were undertaken in Quebec and Ontario, where the provincial governments established separate secretariats to plan and co-ordinate IYSH activities.

In Québec, a plan of action for the IYSH (AIIISA) was co-ordinated by the Société d'habitation du Québec, and has been successful in bringing agencies working with the homeless and the poorly housed into closer contact; implementing programs and projects to help solve the problems facing homeless people in Québec particularly in the short and medium terms; and raising the awareness of the people of Québec to the problems faced by the homeless locally, nationally and internationally.³⁰

In Ontario, the Ministry of Housing funded a special housing initiative to help non-profit housing sponsors produce 3,000 rental housing units for a broad range of groups, but particularly homeless individuals, battered spouses, physically, developmentally and psychiatrically-handicapped adults, and low-income single persons. The 3000 units are in addition to the 6,700 units coming on-stream under the federal-provincial non-profit housing program in 1986. Also, as part of a comprehensive action plan, funding (in amounts not exceeding \$10,000) was provided for projects which "propose appropriate and innovative solutions to homelessness, raise public awareness of homelessness or add to the knowledge of homelessness in Ontario." A total of 44 projects received funding assistance from approximately one hundred applications. The secretariat also assisted with the organization of a series of regional work-

shops which brought together local organizers and administrators whose work affects the homeless, to discuss and share information on the problems, needs and innovative solutions related to homelessness. As with the other regions across the country, Ontario implemented a general public awareness/communications strategy which was targeted to local governments, communities, businesses, churches, service providers and educational institutions.³¹

An IYSH secretariat was given the responsibility of co-ordinating activities among four Ministries (Health and Social Services, Manpower and Income Security, International Relations, and Municipal Affairs), and three secretariats (Youth, the Status of Women, and Intergovernmental Affairs), to reduce homelessness. \$2,500,000 was made available to the Société d'habitation for special projects relating to the IYSH, including \$2 million allocated to organizations working with the homeless to provide furnishings and equipment. In addition \$400,000 was allocated for special projects providing direct or indirect aid to the homeless, research, consciousness raising and two pilot projects. A further \$100,000 was budgeted for a communication plan to publicize and promote activities throughout the province.

A major aspect of the plan formulated by the Société d'habitation involves the investment of \$13 million for special projects for the permanently and temporarily homeless. To this end, 118 case reports were analyzed, 55 dealing with the temporarily homeless and 63 with the permanently homeless. A jury representing both the federal and provincial housing corporations and other provincial ministries was established to select proposal calls for new shelters for the homeless. A total of 567 units (rooms, beds and bachelor apartments) in forty-two housing projects were selected, 27 (59%) of them for the temporarily homeless and 15 (41%) for the permanently homeless, primarily in the Montreal (59.6%) and Quebec City (21.1%) Metropolitan

regions. The Société d'habitation supported the renovation of rooming houses (for example, L'Auberge Communautaire du Sud Ouest, Chambre en Ville, and Maison Ste. Dominique in Montreal), to compensate for the loss of almost half of the existing stock since 1977.

In Quebec, the IYSH initiatives were instrumental in drawing attention to the problems associated with homelessness among two groups, youth and women, and also on the severity of the housing problems among different sub-sections of the provincial population. A report by the homeless committee to the municipal council in Montreal has been particularly instrumental in highlighting the increasing risk of homelessness facing those who depend upon low cost rooming houses.³²

Initiatives varied considerably among the four western provinces (Manitoba, Saskatchewan, Alberta and British Columbia), reflecting in part, the degree of co-operation between the provincial governments and non-governmental organizations, but also, indicative of the public policy significance ascribed to the issue. In Manitoba, for example, considerable effort was made by the provincial Ministry of Housing to spearhead inter-ministerial action toward incorporating housing and support services into the on-going social and public housing programs, thereby integrating solutions to homelessness within the broader society.³³ The focus in Alberta, on the other hand was on improving the housing conditions among the rural and Native Indian communities in the northern part of the province, and surveying the needs of the urban homeless in the large metropolitan centres.³⁴ A similar initiative was established in Saskatchewan.³⁵ In British Columbia, IYSH-related activities were initiated principally by non-governmental organizations, building upon the traditional foundations established by the charitable organizations and church groups. These included a conference held at the University of British Columbia in May 1987.³⁶



TRADITIONAL SUPPORT FOR THE POOR AND DISADVANTAGED

Canada's voluntary sector has a rich and accomplished history of providing assistance to the homeless, poor and disadvantaged, particularly through church groups, charitable and not-for-profit organizations. While there has also been a considerable increase in the media attention focussed on the homeless and those providing assistance and relief, there has also been a tendency at times to overlook the relentless

efforts of these individuals and groups over the many years, and to look for "solutions" without consultation from those whose very existence over such a long period of time must be indicative of at least some measure of success. When the International Year has come and gone, these groups will continue to support and advocate on behalf of the homeless and to focus attention on the causes of homelessness in Canadian society. Their contributions have been, and will continue to be highly effective and essential in finding lasting solutions.

CANADIAN FOCAL POINT PROGRAM OF ACTION - 1987.

PROJECT: HOUSING PROGRESS IN CANADA: PERSPECTIVES AND PROSPECTIVES

PARTICIPANT: CANADA MORTGAGE AND HOUSING CORPORATION (CMHC)

PROJECT: HALIFAX METRO DEMONSTRATION PROJECT

PARTICIPANTS: PROVINCE OF NOVA SCOTIA
CITY OF HALIFAX
CITY OF DARTMOUTH
TOWN OF BEDFORD
HALIFAX COUNTY
CMHC

PROJECT: INTERNATIONAL CONFERENCE: NEW PARTNERSHIPS - BUILDING FOR THE FUTURE

PARTICIPANTS: CANADIAN ASSOCIATION OF HOUSING AND RENEWAL OFFICIALS
INTERNATIONAL COUNCIL ON SOCIAL WELFARE
CMHC
CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA)
PROVINCE OF ONTARIO



PROJECT: ENHANCEMENT OF THE CONTRIBUTION OF CANADIAN NON-GOVERNMENT,
PROFESSIONAL, AND PRIVATE ORGANIZATIONS IN MEETING THE SHELTER
NEEDS OF THE HOMELESS

PARTICIPANTS: ROOFTOPS CANADA FOUNDATION
CMHC
CIDA

PROJECT: A SURVEY TO ASSESS THE SITUATION OF THE HOMELESS, AND A SERIES OF 10
WORKSHOPS, ONE IN EACH PROVINCE OF CANADA, TO PROVIDE A FORUM
TO DISCUSS LOCAL LEVEL SOLUTIONS TO PROVIDING SHELTER FOR THE
HOMELESS IN CANADA

PARTICIPANTS: CANADIAN COUNCIL ON SOCIAL DEVELOPMENT
CMHC

PROJECT: SYMPOSIUM TO DEVELOP AND RECOMMEND IMPROVED COOPERATION BETWEEN
PRIVATE AND PUBLIC SECTORS TO MEET THE NEEDS OF LOW-INCOME
HOUSEHOLDS

PARTICIPANTS: CANADIAN REAL ESTATE ASSOCIATION
YORK UNIVERSITY
CMHC

PROJECT: ATLANTIC WOMEN AND HOUSING CONFERENCE

PARTICIPANTS: NOVA SCOTIA ASSOCIATION OF SOCIAL WORKERS
CMHC
SECRETARY OF STATE

PROJECT: CASE HISTORIES OF AFFORDABLE SHELTER PROJECTS IN CANADA DESIGNED
BY PROFESSIONALS

PARTICIPANTS: ROYAL ARCHITECTURAL INSTITUTE OF CANADA
CMHC

PROJECT: HOLDING OUR GROUND, A FILM ABOUT WOMEN AND SHELTER IN THE DEVELOPING WORLD

PARTICIPANTS: NATIONAL FILM BOARD
CMHC

PROJECT: CASE STUDIES OF SUCCESSFUL SOLUTIONS TO HOUSING THE HOMELESS IN CANADA

PARTICIPANTS: UNIVERSITY OF BRITISH COLUMBIA CENTRE FOR HUMAN SETTLEMENTS
CMHC

PROJECT: A SPECIAL THEME ISSUE OF WOMEN AND ENVIRONMENTS MAGAZINE ON HOMELESSNESS AS IT AFFECTS WOMEN

PARTICIPANTS: WOMEN AND ENVIRONMENTS
CMHC

PROJECT: BRIEFING PAPER BY THE UNITED NATIONS ASSOCIATION IN CANADA ON THE TOPIC OF SHELTER AND THE HOMELESS

PARTICIPANTS: UN ASSOCIATION IN CANADA
CMHC
EMPLOYMENT AND IMMIGRATION

PROJECT: CONTINUING ANNUAL SUPPORT FOR INFORMATION PROGRAMS IN CANADA, THE U.S. AND THE CARIBBEAN

PARTICIPANTS: UNCHS (HABITAT)
CMHC
YORK UNIVERSITY FACULTY OF ENVIRONMENTAL STUDIES
CENTRE FOR HUMAN SETTLEMENTS, UNIVERSITY OF BRITISH COLUMBIA

PROJECT: CIDA INITIATIVES IN SUPPORT OF IYSH

PARTICIPANTS: CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA)
FEDERATION OF CANADIAN MUNICIPALITIES

SELECTED CANADIAN SOLUTIONS

CRITERIA FOR SELECTION

The United Nations and UNCHS (Habitat) intended the IYSH to be a transition period rather than an end in itself. 1987 marks the transition between the demonstration and testing phase (1984-1986) of a range of options and methods for practical action, and their incorporation and widespread application during 1988 - 2000 in new or strengthened national strategies, policies and programs.³⁷

Through the use of "shelter demonstration projects," special efforts are being made to examine the contribution of housing and settlements programs to economic and social development, to assess their policy implications and to provide an improved basis for developing new policies and institutional arrangements. The aim is to strengthen housing and settlement programs on the one hand, and economic development policies and plans on the other. Such an approach recognizes that successful provision and improvement of shelter and related infrastructure and services for the poor and disadvantaged must be pursued as an integral part of national and regional development strategies.³⁸

Shelter demonstration projects reflect two of the fundamental principles of the IYSH:

- (a) action to meet the basic shelter and neighbourhood needs of the poor can only be effective within the context of national and local strategies;
- (b) solutions to shelter and neighbourhood needs ought to be defined and implemented by the poor themselves, supported by the effective technical skills, professional experience and resources of local and national governments.

The projects are intended to explore, test and demonstrate existing or innovative ways and means of improving the shelter and neighbourhoods of the poor. Accordingly, UNCHS (Habi-

tat) established a series of criteria to guide the design, selection, implementation and monitoring of projects to ensure some degree of comparability among participating countries. To be considered a shelter demonstration project as defined by UNCHS (Habitat), projects must:

- (a) serve that segment of the population which is considered by national definition to have an income below the poverty line;
- (b) contribute to or result in a clear and visible improvement in the shelter or neighbourhoods of at least some of the poor and disadvantaged by 1987;
- (c) either benefit all of the nation's poor (for example: special legislation and regulations) or contain development features in support of the poor which can be replicated at least in other locations within the country, and preferably in other nations;
- (d) lead to affordable improvements for many of the poor and disadvantaged rather than major improvements for a few;
- (e) seek a practical balance between what is *desirable* (in terms, of basic health requirements and structural safety), *attainable* (technically, administratively, and using local skills, methods and materials), and *affordable* by the poor themselves and the nation as a whole.³⁹

In addition, projects must demonstrate support for one or more of the eight action areas identified by UNCHS (Habitat):

DEVELOPMENT ACTION

SHELTER	provide and improve shelter, particularly through individual and community action
SERVICES	provide and improve community facilities and services for the majority of the poor and disadvantaged

CONSTRUCTION	extend the use of local materials, methods and skills
EMPLOYMENT	generate jobs in the formal and informal construction sectors
DEVELOPMENT SUPPORT ACTION	
LEGISLATION & REGULATION	include special provision in national policies, legislation and regulations for security of tenure and improved services for the poor and disadvantaged
MANAGEMENT & FINANCE	extend institutional and financial arrangements to help the poor and disadvantaged improve their shelter and neighbourhoods.
RESEARCH	identify and test low-cost techniques for construction and upgrading of community services, especially those using local materials, methods and skills
EDUCATION TRAINING & INFORMATION	provide education, training and information for the improvement of local construction capability and community organizational skills. ⁴⁰

The criteria established by UNCHS (Habitat) provide a general framework for identifying demonstrable methods for resolving homelessness. However, their applicability in the search for effective solutions to homelessness in Canada must be viewed within the context of the country's federally constituted system of government. Settlement policy and the strategic management of settlements in relation to economic and social development are a provincial responsibility under Canada's constitution, with the fed-

eral government providing selected program support and incentives for development. Within Canada's mixed market economy, settlement investments and expenditures usually are made by private enterprise with infrastructure support provided by local and provincial governments. Traditionally, there has also been substantive leadership and assistance provided by the charitable and voluntary non-governmental organizations.

The vitality and resilience of the contemporary Canadian settlement system are therefore intimately linked to regional, provincial and national economic development strategies in which public policy responsibility for the growth and development of settlements rests with the provincial governments, with the mixed market economy creating the setting for a public/private sector partnership. Accordingly, effective solutions to homelessness in Canada must be based not only on the reliable identification of those factors which precipitate or exacerbate homelessness, but also on identifying the ways in which the relevant factors combine at various spatial and temporal scales. Then it becomes possible to ascertain what specific contributions by the three levels of government, and the private and voluntary sectors, can provide the most appropriate and practical balance between what is desirable and what is affordable, attainable and where possible, replicable in other jurisdictions across the country.

The criteria used in the selection of Canadian initiatives to solve homelessness are generally consistent with those established by UNCHS (Habitat), while reflecting the unique constitutional, geographic and socio-economic variations which influence the way homelessness manifests itself across the country. With the co-operation of the provincially designated focal points for IYSH activities, and many individuals and organizations working directly with the homeless across Canada, it has been possible to

establish strategic correlations between the main sources of homelessness in different geographic locations, the specific groups of the homeless most directly affected, and types of intervention strategies established to reduce homelessness.

The types of successful intervention strategies chosen fall into two categories: one to *assist the homeless* directly, the other to eliminate *homelessness*. They range from public policy implementation to the establishment or reinforcement of community based support programs, and to specific shelter and housing projects designed for emergency, transitional or permanent use. They also reflect the economic and social diversity among the homeless in Canada since it is now apparent that the needs of different categories of the homeless are not the same, and consequently solutions to their problems will not be the same in all cases. The examples which follow illustrate the variety of solutions which are currently being tested in Canada. The list is not intended to be exhaustive, nor does it presuppose that a specific initiative is restricted to the geographic region identified (or concomitantly that a given region contains only the type of initiative identified). A framework has been developed which provides a synopsis of the policy, program or project under consideration. This is followed by a more detailed description of the specific goals and objectives of the initiative, the target group to which it is principally directed, and the results of any preliminary evaluation. Wherever

possible, the descriptive text has been complemented by relevant graphic information.

The specific Canadian criteria reflect the previous analysis, and are functionally related to the sources of homelessness identified, and to the economic and social diversity among the homeless. The criteria include:

- (1) Initiatives which are designed to *assist* the homeless, and those which reduce *homelessness*;
- (2) Policies, programs *and* projects to demonstrate that shelter solutions alone are not sufficient to eliminate homelessness;
- (3) Solutions which reflect the constitutional jurisdiction of the provinces in the area of public policy determination and implementation;
- (4) Geographic representation to reflect the range of conditions which contribute to homelessness;
- (5) Geographic representation to reflect the spatial distribution among different categories of the homeless across Canada;
- (6) Initiatives which highlight the critical role played by non-governmental organizations, the voluntary sector and charitable groups.

While the criteria outlined above were developed in response to analyses of the scope and scale of homelessness in Canada, they may also represent a contribution to the global understanding of types of successful strategies to address structural conditions related to homelessness.

DEMONSTRATING SUCCESSFUL INITIATIVES

Any lasting solution to homelessness requires a committed partnership combining the resources of the federal/provincial/municipal governments with the ability of private market investment, held together by the continued enthusiasm of volunteer and charitable institutions, and including the homeless themselves - co-operating to improve local and regional living and housing conditions. Specifically, resolving homelessness in Canada requires the concerted partnership of six groups:

- (a) The homeless themselves, to identify needs, expectations and aspirations;
- (b) the volunteer and local charitable organizations with extensive pioneer experience in providing shelter and temporary health and food services for the poor;
- (c) private industry providing investment, contracting and building services;
- (d) the municipalities and local governments who influence location and availability of land and buildings for housing projects, while being responsible for establishing norms and regulations through local by-laws and ordinances;
- (e) the provinces and their agencies who have the Canadian constitutional jurisdiction for housing and social services. The provinces represent a major source of policy initiatives and the critical opportunity for co-ordinating the delivery of health and social services to the homeless in relation to shelter provisions and appropriate accommodation;
- (f) the federal government through its taxation power is able to raise and allocate appropriate resources to housing and social service programs including social housing on a national basis.

Government response must be predicated on a systematic process whereby federal funds and local government support is co-ordinated with, and has as its foundation, the development and implementation of provincial public policies which reflect regional differences and jurisdiction. Such an integrated approach requires the provision of appropriate short term, medium range/transitional shelter *and* permanent housing in appropriate locations at a human scale, in conjunction with the provision of and ready access to locally available social and economic services. Access to and provision of these services involves financial support, social counseling and a process of aided self-help, plus training and re-training to increase employment opportunities. It requires rehabilitation and prevention of sickness, disease, and substance abuse, to improve health and personal strength. The rehabilitation of the whole person, able and willing to manage his or her own life and be responsible for his or her own needs and the needs of their respective families must be the goal. Access to and provision of services alone will not help the homeless. Simply warehousing the poor in old or new buildings will not help either. Resolving homelessness requires an integrated and concerted attack involving new partnerships and the effective use of public, private, and co-operative resources, building on the substantial success achieved by individual charitable and non-profit organizations in Canada's major cities.

Efforts to assist the homeless are currently initiated by local organizations, especially volunteer and non-governmental agencies. Since homelessness is manifest principally at the community level, these initiatives try to compensate for inadequate income, shelter or housing. They are predominantly *project* or less frequently, *program* responses to immediate problems, and represent the first step toward providing long term solutions to chronic, structural problems.

At the Tenth (Commemorative) Session of the United Nations Commission on Human Settlements in Nairobi, Kenya, representative examples of resolving homelessness from four of the largest urban centres were used to illustrate the variety of solutions which are currently being tested in Canada. Initial analysis revealed certain general characteristics which were subsequently used to construct a framework within which to correlate the main initiatives.

The framework contains four related sets of information in addition to the name, location, capacity and geographic scale of the particular initiative. First, details concerning the purpose, duration and the relevant combination among the six partners are used to provide the essen-

tial background information. Second, the type of initiative (policy, program or project), and the principal objective (new construction, renovation of an existing building; the importance of the management structure or an emphasis on providing support services), are identified in a correlational matrix. Third, the source of homelessness addressed, the homeless group(s) targeted and the type of solution demonstrated are displayed along the vertical axis of the matrix. Finally, the lessons learned from preliminary evaluations of the initiatives are documented below the matrix. It should be noted that the framework is primarily descriptive and as a result not all of the correlational squares will be used in every example.

NAME:

LOCATION:

CAPACITY:

GEOGRAPHIC
SCALE:

IYSH PROJECT ?	
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PURPOSE	
ASSIST HOMELESS	
REDUCE HOMELESSNESS	

DURATION	
SHORT TERM	
TRANSITIONAL	
PERMANENT	

PARTNERSHIPS	
FEDERAL GOVERNMENT	
PROVINCIAL GOV'T	
MUNICIPAL GOV'T	
PRIVATE SECTOR	
NON-PROFIT AGENCY	
POOR THEMSELVES	

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT							
	POVERTY							
	AFFORDABLE HOUSING							
	FAMILY BREAKDOWN							
	INCOME SECURITY							
	DEINSTITUTIONALIZATION							
	DISPLACEMENT							
HOMELESS GROUP	UNEMPLOYED							
	WORKING POOR							
	UNEMPLOYABLE							
	ELDERLY							
	SINGLE PARENT FAMILIES							
	YOUTH							
	DEINSTITUTIONALIZED							
	DISABLED							
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT							
	STEWARDSHIP							
	COMMUNITY-SUPPORTIVE LIVING							
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING							
	CO-OPERATIVE PARTNERSHIPS							
	POLITICAL COMMITMENT							

LESSONS LEARNED:



**QUALITY SHELTER AND AIDED SELF—HELP THROUGH
PROGRESSIVE ADAPTATION**

VANCOUVER, BRITISH COLUMBIA

VETERANS' MEMORIAL MANOR

NAME: VETERANS' MEMORIAL MANOR

LOCATION: VANCOUVER, BRITISH COLUMBIA

CAPACITY: 134 units in 5-storey building

GEOGRAPHIC SCALE: INNER CITY COMMUNITY

IYSH PROJECT ?

PURPOSE

ASSIST HOMELESS

REDUCE HOMELESSNESS

DURATION

SHORT TERM

TRANSITIONAL

PERMANENT

PARTNERSHIPS

FEDERAL GOVERNMENT

PROVINCIAL GOV'T

MUNICIPAL GOV'T

PRIVATE SECTOR

NON-PROFIT AGENCY

POOR THEMSELVES

SOURCE OF HOMELESSNESS	UNEMPLOYMENT								
	POVERTY								
	AFFORDABLE HOUSING		★	●	●				●
	FAMILY BREAKDOWN								
	INCOME SECURITY								
	DEINSTITUTIONALIZATION								
	DISPLACEMENT								
HOMELESS GROUP	UNEMPLOYED								★
	WORKING POOR								
	UNEMPLOYABLE								★
	ELDERLY			●					★
	SINGLE PARENT FAMILIES								
	YOUTH								
	DEINSTITUTIONALIZED								★
	DISABLED			●					★
	NATIVE INDIANS								★
	NON-URBAN HOMELESS								
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION			●					
	FACILITATIVE MANAGEMENT								
	STEWARDSHIP			●					
	COMMUNITY-SUPPORTIVE LIVING								★
	NON-CONVENTIONAL FINANCING								
	SECURE, AFFORDABLE HOUSING			●					
	CO-OPERATIVE PARTNERSHIPS			★					★
	POLITICAL COMMITMENT			★					

LESSONS LEARNED:

The project exemplifies the stewardship underlying the process whereby experienced public and private organizations can work with the homeless where they choose to live. It is possible to humanize the life-space of marginalized people without precluding previous community ties and associations.

- Primary correlation
- ★ Secondary correlation



VANCOUVER BRITISH COLUMBIA

310 Alexander Street; Quality Shelter and Aided Self-help Through Progressive Adaptation.

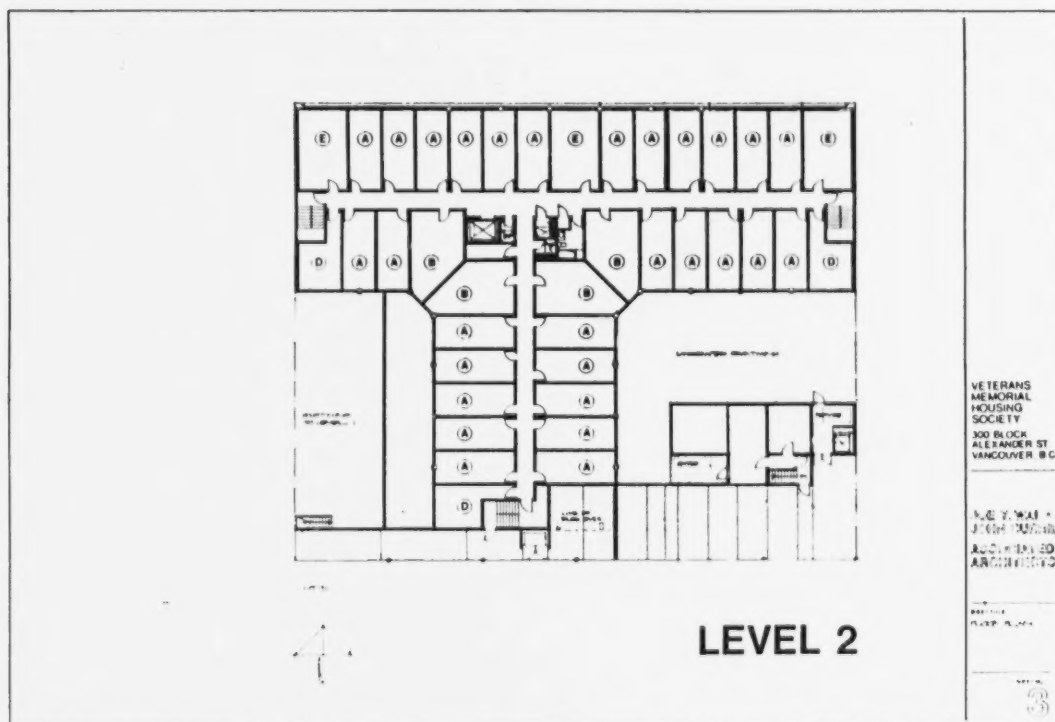
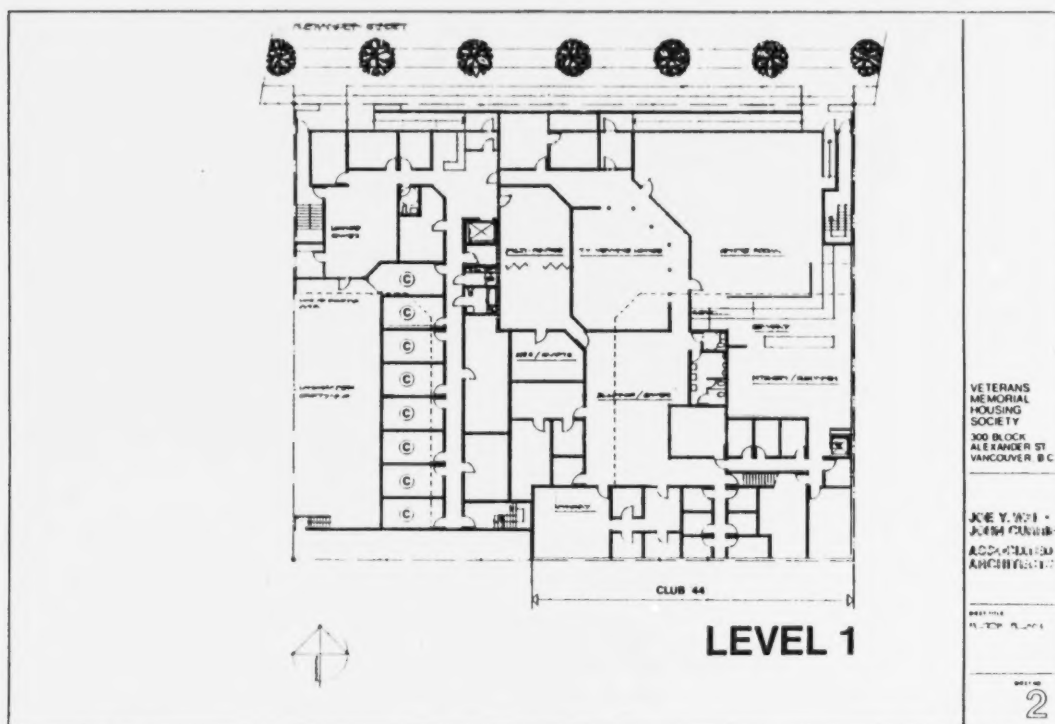
In Vancouver, many of the problems associated with homelessness are concentrated in the older downtown and eastside neighbourhoods, where older single men on welfare and the majority of World War II veterans who have chronic illnesses reside in Skid Row hotels and sleeping rooms when they are not sleeping "under the stars". Approximately 80% of the residents of the area receive some form of fixed income assistance or have incomes which are not keeping pace with the increases in the cost of living. Although it is considered by many to be a hard and unforbearing place, there is a strong sense of community in the area, and residents consider the local streets to be an extension of their living rooms. It is a milieu which is both home and a neighbourhood. A number of highly innovative initiatives have been designed for the long term residents of the downtown eastside, providing them with secure, affordable and quality accommodation enabling them to live with dignity in the area of their choice. The projects demonstrate many ingenious, user-sensitive architectural and urban design features, which imaginatively overcome or compensate for many of the difficulties which prevail. New and converted buildings have been designed in harmony with existing structures. The obvious efforts to have new projects enhance the sense of community reflect the long term commitments and personal ideals of those who work with the poor and disadvantaged in this area.

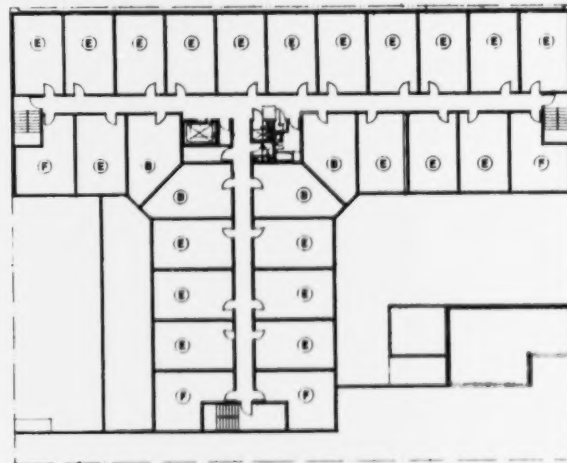
A new five storey building containing 134 units for World War II veterans has recently opened for the long-term, hard to house residents of the area to enable them to regain choice and control over their housing, their environment, and ultimately their lives. At its core is a simple but vital concept: it is possible to humanize the life-space of marginalized people through a process of *progressive adaptation*, by combining physical shelter with aided social self-help and ready access to a range of essential support services. The five floors provide a reasonable upward progression of help and care from full dependence on staff (on the ground floor) to complete independence with private bathroom and kitchen for those who have learned to regain self management and health. Forty units on the first and part of the second floors are designed for

residents who require some degree of physical or health assistance. These units (185 square feet net) contain a sink, a bed and basic furniture. The remaining units are designed with larger space and more facilities for those who are able to function with less supervision. These units range from those with a toilet and sink only, to a bath and kitchenette, and ultimately to fully self-contained facilities. Funding for the \$4.5 million project comes from three sources. Canada Mortgage and Housing Corporation provides assistance under the Non-Profit Rental Housing Program (approximately \$324,000 per annum which is applied to reduce rental charges). Veterans' Affairs Canada has committed \$50,000 annually over the next five years to cover additional service staffing costs. The City of Vancouver provided a write-down on the land lease to 75% of market value, thereby retaining public ownership and protecting against land speculation.

A significant aspect of the building's management is the conviction of the staff that the residents require ready access to a variety of social and personal services all under one roof. The emphasis is on helping them to help themselves. Although there exists a built-in inspection system operated by the residents for the residents, the aim is not to enforce "rehabilitation", but to facilitate, encourage and support whatever developments or improvements in lifestyle that can occur. The attempt is "to put the paths where the people walk" by providing a safe and supportive environment that engenders self-respect.

The project exemplifies the stewardship underlying the process whereby experienced public and private organizations can work with the homeless where they choose to congregate, and reflects the importance of having a committed partnership between, in this case, the Federal and Municipal governments co-ordinating efforts with the private sector and voluntary groups. The Veteran's Memorial Manor literally takes people off the street and provides them with the opportunity to put their lives back together in a supportive, sensitive environment. The building design includes a subsidized low cost public cafeteria called Club 44, for residents and the surrounding community, reflecting the desire to maintain and strengthen long established community ties. It is intended that when veterans no longer require the units provided, they will become available to non-veteran homeless, and that ultimately, the success of this project approach can be replicated for other homeless and in other regions of Canada.





LEVELS 3-5

VETERANS
MEMORIAL
HOUSING
SOCIETY
300 BLOCK
ALEXANDER ST
VANCOUVER B.C.

JOE Y. WAI +
JIM CURTIS
ASSOCIATED
ARCHITECTS

DATE: 1974
RST: LAY

4



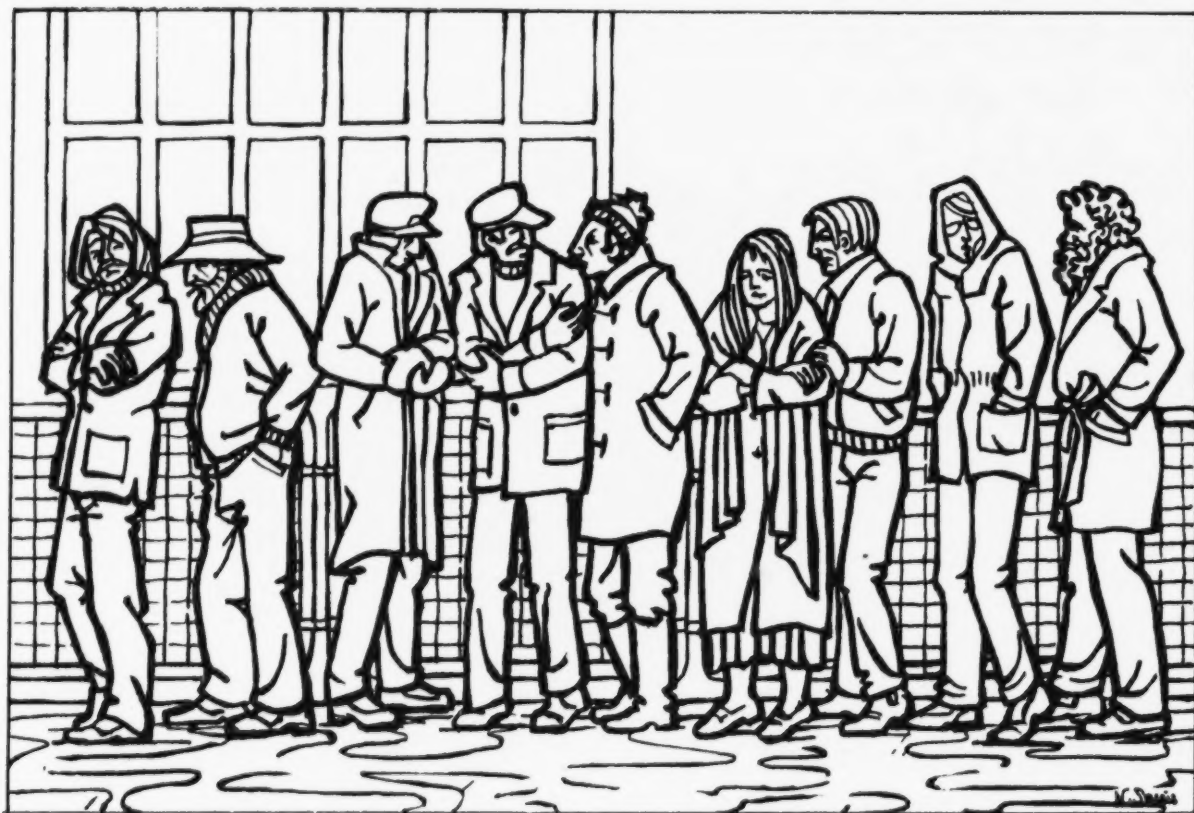
UNIT PLANS

VETERANS
MEMORIAL
HOUSING
SOCIETY
300 BLOCK
ALEXANDER ST
VANCOUVER B.C.

DATE: 1974
RST: LAY

DATE: 1974
RST: LAY

4



SECURITY OF TENURE FOR LOW-INCOME SINGLES IN ROOMING
HOUSE SETTING

TORONTO, ONTARIO

90 SHUTER STREET

NAME: HOMES FIRST SOCIETY, 90 SHUTER STREET

LOCATION: TORONTO, ONTARIO

CAPACITY: 77 low-income singles in 11-storey building; 17 apartment units with 4 or 5 single rooms per apartment

GEOGRAPHIC SCALE: INNER CITY COMMUNITY

IYSH PROJECT ? ☐

PURPOSE	
ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION	
SHORT TERM	☐
TRANSITIONAL	☐
PERMANENT	☒

PARTNERSHIPS	
FEDERAL GOVERNMENT	☒
PROVINCIAL GOV'T	☒
MUNICIPAL GOV'T	☒
PRIVATE SECTOR	☐
NON-PROFIT AGENCY	☒
POOR THEMSELVES	☐

	INITIATIVE			OBJECTIVE			
	POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT		★				
	POVERTY						
	AFFORDABLE HOUSING		●	●		●	★
	FAMILY BREAKDOWN						
	INCOME SECURITY		★			★	★
	DEINSTITUTIONALIZATION		★			★	★
	DISPLACEMENT		●			★	★
HOMELESS GROUP	UNEMPLOYED		●				★
	WORKING POOR		●				★
	UNEMPLOYABLE		●				★
	ELDERLY		●				★
	SINGLE PARENT FAMILIES						
	YOUTH						
	DEINSTITUTIONALIZED		●				★
	DISABLED		●				★
	NATIVE INDIANS		●				★
	NON-URBAN HOMELESS						
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION						★
	FACILITATIVE MANAGEMENT		●			●	★
	STEWARDSHIP		★			●	★
	COMMUNITY-SUPPORTIVE LIVING		★			●	★
	NON-CONVENTIONAL FINANCING						
	SECURE, AFFORDABLE HOUSING		●			●	★
	CO-OPERATIVE PARTNERSHIPS		★			●	★
	POLITICAL COMMITMENT						

LESSONS LEARNED:

Security of tenure based on adequate resources is considered a necessary prerequisite for this type of permanent housing. Jurisdictional responsibility for housing and support services can be problematic without political will to co-ordinate inter-ministerial actions. Flexibility in design permits groups to tailor their living spaces to their liking. Facilitative management approach promotes resident participation and sense of pride and belonging.

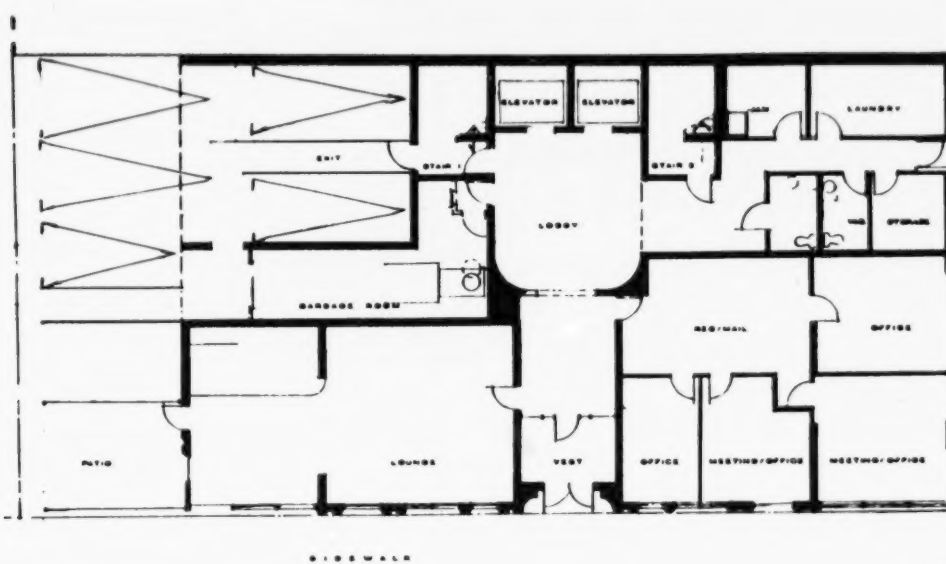
TORONTO ONTARIO

90 Shuter Street: Security of Tenure for Low-Income Singles in a Rooming House Setting.

90 Shuter Street is a specially designed eleven storey apartment building in the downtown core based on the building form, management and social features of good rooming houses, to reverse the effects of inner city displacement. The clientele are the homeless who have been using emergency hostels as long-term housing and whose income is based on a variety of social assistance programmes which make it difficult for them to find and keep a home, and therefore stabilize their lives. In addition to quality, affordable housing, the residents have the support of community services provided both in the building and nearby. The design of the building provides maximum privacy, choice and the opportunity for groups and individuals to interact. Security of tenure, based on adequate resources is considered a necessary prerequisite for this type of permanent housing. The sponsor, the Homes First Society, is a community based charitable and non-profit organization which grew out of the experience of organizations providing and managing "public housing", and in meeting the needs of single persons displaced by urban redevelopment. Each of the 17 apartment units has four or five single rooms. These are large enough to be furnished as bed-sitters. A bed and dresser, built by residents of the complex, are provided. Each resident has private access to a bathroom which is shared with one other person. The rooms have individually controlled electric heat. The four or five rooms in each apartment share a kitchen and dining area, with an adjacent living room and sun room. The design is flexible and permits each group to tailor the spaces to their liking. The typical floors have been designed to accommodate people with certain types of handicaps (from fully featured handicapped facilities to minor adjustments). Each apartment has developed its own set of rules and expectations for behaviour, and the general building rules were developed with and by the residents. Shuter Street is close to public transportation, shopping, public recreation facilities and services which the residents are accustomed to using.

Funding for the project is diverse, and securing it has been problematic because of the question of jurisdictional responsibility concerning support housing in general and the nature of the client group in particular. Canada Mortgage and Housing Corporation provided the capital and operating funds under the National Housing Act (Section 56.1) special purpose housing allocation. The mortgage interest is being subsidised down to 2% interest with a 35 year amortization. The Provincial Ministry of Municipal Affairs and Housing provides funding under the Ontario Community Housing Assistance Programme which ensures affordable rents (\$320 per month), and residents pay no more than 25% of their income in rent. The Provincial Ministry of Community and Social Services in conjunction with the Municipality of Metropolitan Toronto cost-shares funding of on-site support staff through the Municipal Purchase of Counselling Programme under the General Welfare Assistance Act.

LANE



JARVIS STREET

SHUTER STREET

GROUND FLOOR PLAN
APPLICANT'S PROPOSAL



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
ZONING AND OFFICIAL PLAN DIVISION

MAY 1983



TYPICAL FLOOR PLAN
APPLICANT'S PROPOSAL



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
ZONING AND OFFICIAL PLAN DIVISION

MAY 1983

Major Components of 90 Shuter Street Program

1. Building Location:

- * access to community services
- * in neighbourhood familiar to most residents
- * tenant population similar in composition to neighbourhood population

2. Building Design:

- * externally consistent with local housing types
- * internally emulates rooming house form familiar to tenants
- * graduated opportunities for socializing in manageable groups
- * provides individual privacy
- * maximizes physical security and personal safety
- * creates opportunities for a variety of social contacts

3. Affordability:

- * security of tenure at minimal cost to residents
- * assurance that housing costs will not increase beyond the level of affordability of low-income singles
- * guarantee of adequate standard of upkeep and maintenance

4. Management Structure and Functions:

- * property management
- * facilitative management
 - to facilitate the development of community relationships among residents
 - to link residents with support services according to needs
 - participation of residents in all aspects of property management of the building
 - apartment and building rules drawn up by residents

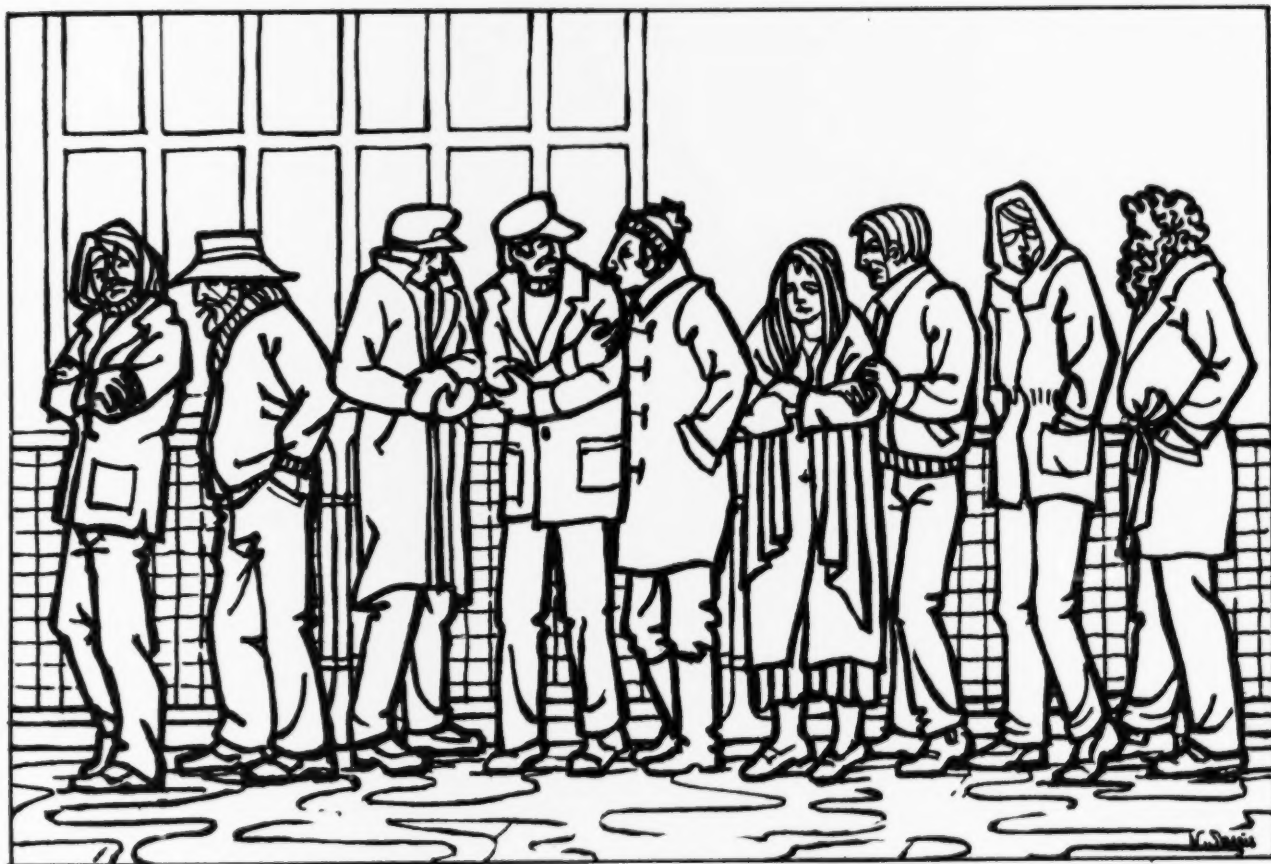
5. Provision of Support Services:

- * contracts with outside agencies
- * referrals to other social services as required

6. Resident Status:

- * licensees, not tenants, and not covered by Landlord Tenant Act
- * can be evicted for breach of rules after arbitration process.

Source: *Evaluation of 90 Shuter Street*. Prepared for: Community Services Department, Municipality of Metropolitan Toronto, September, 1987.



MUNICIPALLY PROVIDED AFFORDABLE HOUSING AT A HUMAN
SCALE, IN A PRIME LOCATION

OTTAWA, ONTARIO

MAISON DE CHAMBRES, BRONSON

NAME: MAISON DE CHAMBRES (BRONSON AVENUE)

LOCATION: OTTAWA, ONTARIO

CAPACITY: 55 furnished rooms

GEOGRAPHIC SCALE: INNER CITY COMMUNITY

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☐
TRANSITIONAL	☐
PERMANENT	☒

PARTNERSHIPS

FEDERAL GOVERNMENT	☐
PROVINCIAL GOV'T	☒
MUNICIPAL GOV'T	☒
PRIVATE SECTOR	☐
NON-PROFIT AGENCY	☐
POOR THEMSELVES	☐

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT							
	POVERTY							
	AFFORDABLE HOUSING			●	●		●	
	FAMILY BREAKDOWN							
	INCOME SECURITY			★				
	DEINSTITUTIONALIZATION			★				★
	DISPLACEMENT			★				★
HOMELESS GROUP	UNEMPLOYED			●				
	WORKING POOR			●				
	UNEMPLOYABLE			●				
	ELDERLY			●				
	SINGLE PARENT FAMILIES							
	YOUTH			●				★
	DEINSTITUTIONALIZED			●				★
	DISABLED			●				★
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT			●				
	STEWARDSHIP							
	COMMUNITY-SUPPORTIVE LIVING						●	★
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING			●			★	★
	CO-OPERATIVE PARTNERSHIPS							
	POLITICAL COMMITMENT							

LESSONS LEARNED:

Demonstrates successful initiative by local government to offset the reduction of traditional inner city rooming house stock, by providing affordable and secure accommodation in prime location.

Recognizes importance of establishing long term housing assistance for low income singles and childless couples.

OTTAWA ONTARIO

506 Bronson: Municipally Provided Affordable Housing at a Human Scale in a Prime Location.

Low income single persons and childless couples in Ontario are not eligible for federal or provincial government housing assistance at a time when the traditional stock of low-income rooming houses has declined by over 80 percent in the last ten years. People using the available emergency shelters are increasingly becoming chronically homeless, moving within and between rooming houses and shelters. There are increasingly more younger women and men trapped in a revolving door of poverty and insecure, inaffordable shelter alternatives. In response, the city of Ottawa Non-Profit Housing Corporation (City Living), has begun to create a designed rooming house stock to replace what has been lost in the market. Since its incorporation, City Living has grown from a Municipal Housing Company which managed just over 1,500 units for families and seniors to one of the largest non-profit housing corporations in Canada. At the end of 1985, its portfolio consisted of more than 3,200 units. The varied federal and provincial government programs which City Living has used over the years, as well as the City of Ottawa's independent housing initiatives, have resulted in the provision of a wide range of building types, sizes of units, and rental levels to accommodate the needs of low and moderate income households, although the local demand for affordable rental housing remains high.

The Bronson Avenue Rooming House (Maison de Chambres) is the first new rooming house constructed by City Living. It is in a prime location in Dalhousie Ward with amenities and support services within walking distance or a short bus ride.

Canada Mortgage and Housing Corporation provided funding under the Canada Rental Supply Program with a grant for a 15 year interest free loan of \$391,020 for the construction of the project. The loan was contingent on the City of Ottawa contributing at least 20% of the total capital costs (\$662,400). The total cost of the project at completion is approximately \$1,200,000. The project was planned to operate on a roughly break-even basis with rents averaging \$205 per month.

The rooming house contains 55 rooms with a one-bedroom unit for a resident superintendent. Each unit is furnished and equipped with kitchenette facilities. There is a common room, laundry facility, common bathrooms and storage areas for the residents. A recreational program has been established partially in response to tenant requests and with the assistance of the Canadian Mental Health Association, Ottawa-Carleton Branch, which if successful, will lead to the introduction of a life/social skills program for residents, and educational workshops for caretaking staff.

Policy guidelines for the operation of City Living rooming houses are based on the following objectives:

- ** to maintain a supply of affordable housing for low income single persons in the city;
- ** to ensure that City Living rooming houses meet sound property management standards;
- ** to maintain a healthy and secure living environment;
- ** to maintain a liaison with the neighbourhood and community support services for purposes of consultation and referral.

The target groups to be housed are: low-income singles, under 50 years of age, including transient men and women, marginally employed (students are considered low priority), with preference given to applicants who are permanent residents of Ottawa. The residents must be self-sufficient and capable of taking care of themselves. Additional selection criteria include: capacity to share close living quarters with other residents, must be at least 18 years of age, and proof of income or verification of direct payment of rent is required at the time of renting. The Maison de Chambres demonstrates the success of providing affordable, quality accommodation at a human scale, in an appropriate location, through local government initiative.



MAISON DE CHAMBRES
506 BRONSON
ROOMING HOUSE

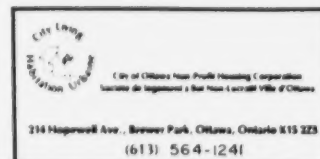


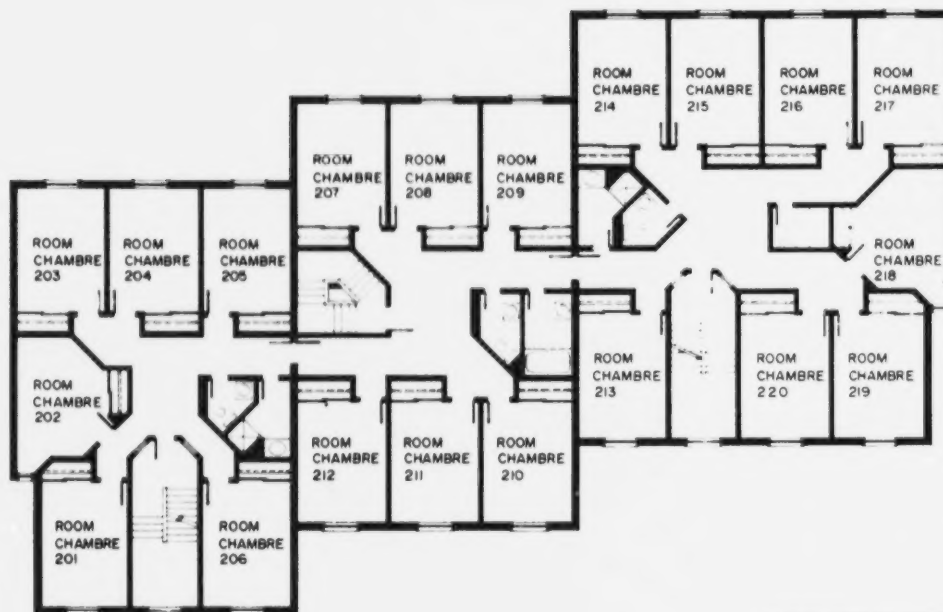
Ottawa



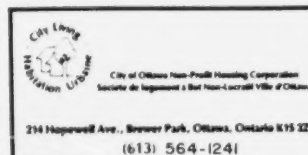


GROUND FLOOR / REZ DE CHAUSSEE
506 BRONSON

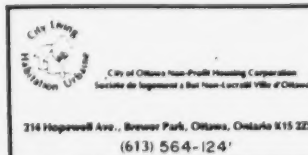




SECOND FLOOR / PREMIÈRE ÉTAGE
506 BRONSON



THIRD FLOOR / DEUXIÈME ÉTAGE
506 BRONSON



TRANSITIONAL HOUSING FOR YOUNG PEOPLE

MONTREAL, QUEBEC

L'AUBERGE COMMUNAUTAIRE DU SUD OUEST

50

NAME: AUBERGE COMMUNAUTAIRE DU SUD-OUEST

LOCATION: MONTREAL, QUEBEC

CAPACITY: 22 individual rooms

GEOGRAPHIC SCALE: NEIGHBOURHOOD

IYSH PROJECT ? ☒

PURPOSE

ASSIST HOMELESS ☒
REDUCE HOMELESSNESS ☒

DURATION

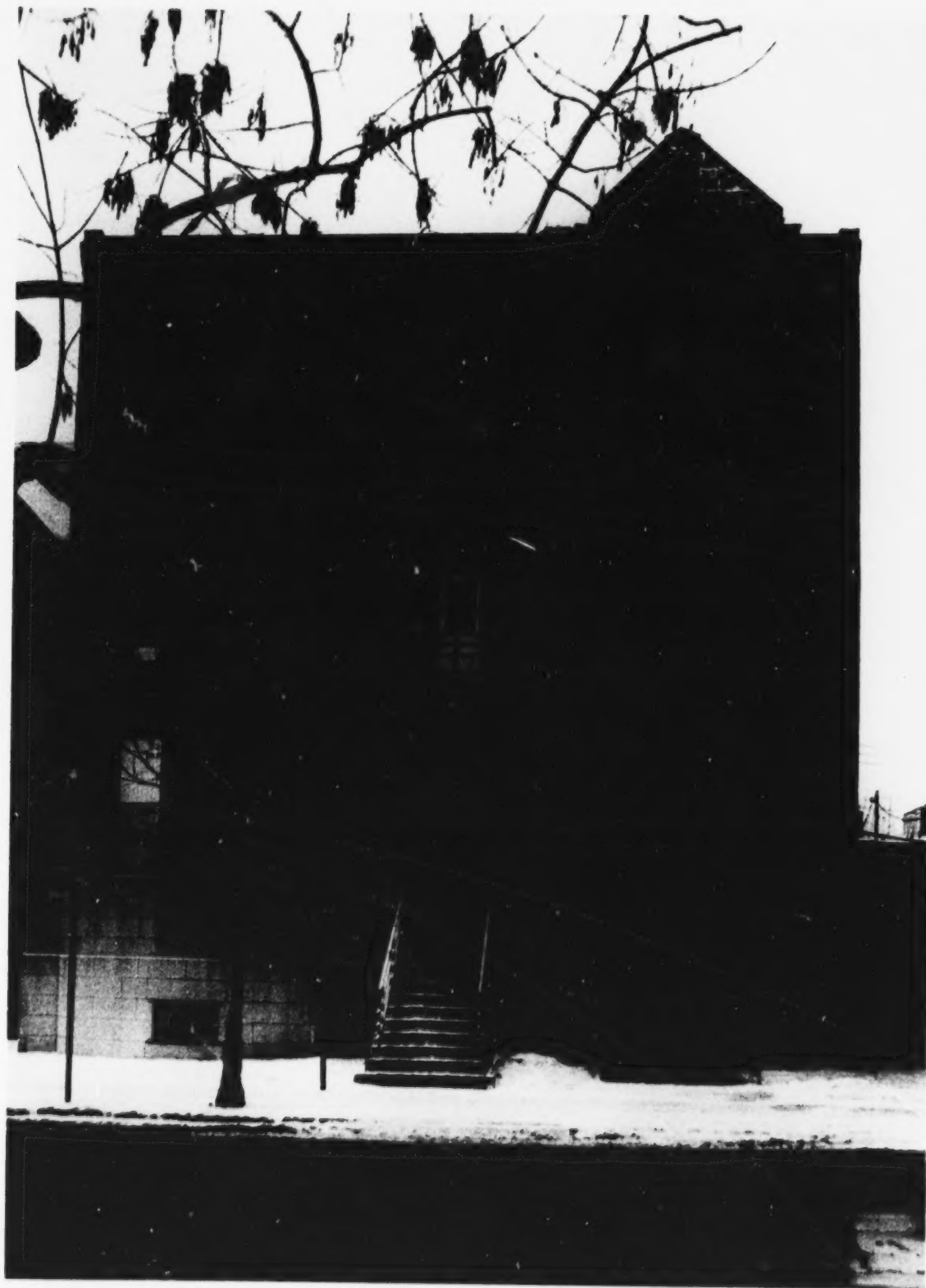
SHORT TERM ☐
TRANSITIONAL ☒
PERMANENT ☐

PARTNERSHIPS

FEDERAL GOVERNMENT ☐
PROVINCIAL GOV'T ☒
MUNICIPAL GOV'T ☒
PRIVATE SECTOR ☒
NON-PROFIT AGENCY ☒
POOR THEMSELVES ☐

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT						☒	★
	POVERTY							★
	AFFORDABLE HOUSING			☒	☒			
	FAMILY BREAKDOWN							★
	INCOME SECURITY							★
	DEINSTITUTIONALIZATION							
	DISPLACEMENT							★
HOMELESS GROUP	UNEMPLOYED			★				☒
	WORKING POOR			★				☒
	UNEMPLOYABLE							☒
	ELDERLY							
	SINGLE PARENT FAMILIES							
	YOUTH			☒				☒
	DEINSTITUTIONALIZED			★				
	DISABLED			★				
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							★
	FACILITATIVE MANAGEMENT						☒	
	STEWARDSHIP			☒				
	COMMUNITY-SUPPORTIVE LIVING							☒
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING			☒				
	CO-OPERATIVE PARTNERSHIPS			☒			☒	★
	POLITICAL COMMITMENT			☒				

LESSONS LEARNED: Alors que la nombre de Jeunes assistés sociaux, vivant sous le seuil de la pauvreté, n'en finit plus d'augmenter, alors que le niveau de chômage chez les jeunes adultes attient des plafonds encore inégalés, alors que le phénomène de la prostitution et de la clochardisation chez les 18-30 ans prend de plus en plus d'ampleur, nous demeurons viscéralement convaincus de la pertinence et de l'urgence d'instaurer centres d'hébergement et d'entraide pour ces milliers des jeunes adultes laissés pour compte.



MONTREAL QUEBEC

Auberge Communautaire du Sud-Ouest: Transitional Housing for Young People.

In the Province of Quebec, homelessness among women and youth has become an increasing source of concern. Innovative shelter initiatives are currently underway to reduce the vulnerability of these groups. Their problems stem, in part, from a lack of emergency as well as permanent, secure housing, and also from a lack of social support services, to mitigate the effects of unemployment, domestic violence, abuse, and particularly support for those with alcohol or substance dependencies. Despite the fact that the number of public housing units in the province has doubled in the past six years, there are approximately 45,000 people on waiting lists (15,000 in Montreal alone).

In Quebec, a major dimension of homelessness in the large metropolitan areas concerns the lack of emergency and temporary shelter, particularly as the stock of low cost rooming houses has diminished by over 4,000 units in the past five years, and many units in boarding homes do not conform to municipal building codes.

Young people are increasingly at risk of becoming homeless because single people are not eligible for public housing units, and existing emergency shelters are not equipped to deal with the problems facing this group - problems which require long-term, structural solutions to address unemployment, poverty, education, health and continuing counselling.

The situation facing young people in Quebec, and an innovative shelter initiative in southwest Montreal is described vividly by information provided by Quebec's provincial co-ordinator for IYSH activities, M. Claude Roy.

Depuis le début des années 80 le chômage devient un phénomène social de plus en plus inquiétant étant donné son ampleur et son aggravation presque constante: officiellement plus de 13% de la main d'oeuvre est à la recherche d'emplois au Québec. En chiffres absolus, cela veut dire qu'on compte plus de 400,000 chômeurs/euses au Québec. Les jeunes sont les plus touchés par le chômage; en juillet 1982 le taux de chômage parmi les 15-24 atteignant déjà 24%.

Dans les quartiers du sud-ouest de Montréal soit St-Charles, St-Henri et Petite Bourgeois, on a émis 782 chèques d'aide sociale aux adultes de 18 à 30 ans aptes au travail dans le seul mois de mars 1983. Ces chiffres n'incluent pas: les assistés sociaux entre 18 et 30 ans possédant un certificat médical pour leur inaptitude au travail, les gens ignorant leurs droits à recevoir de l'aide sociale, les personnes qui, par fierté, refusent de s'y inscrire, les étudiants bénéficiaires de prêts et bourses et les chômeurs à faible revenu. La situation des jeunes adultes assistés sociaux est alarmante puisqu'ils reçoivent que \$152.00 par mois. Une étude menée en mars 1984 par des nutritionnistes du Carrefour d'Education Populaire de Pointe St-Charles rapporte que les montants accordés par l'aide sociale ne permettent pas une alimentation saine. Selon cette recherche, il en coûte \$125.00 par mois à un jeune adulte pour se nourrir, soit 84% de son revenu total. Ceci prouve bien que le jeune est confronté à un choix irréaliste; se loger ou se nourrir. Devant cette impasse, les jeunes arrondissent leur fin de mois par la vente de drogue, par la prostitution ou encore par du vol à l'étalage.

La mise en place de logements à prix modiques est une urgence pour ces adultes qui dépendent de leur famille ou de leurs amis pour se loger ou s'alimenter convenablement. Les personnes ne

pouvant pas compter sur un de ces secours couchent dans des maisons d'hébergement ou dans les parcs. La dernière solution est la plus souvent utilisée puisqu'il n'y a que 72 lits sur toute l'île de Montréal, pour accueillir ces personnes dans la rue. De plus, ces lits sont occupés à 30% par des gens du sud-ouest. D'après nous, ce taux est élevé compte tenu de l'éloignement de ces centres et du peu de ressources financières dont disposent les jeunes.

Face à ce problème, un groupe d'intervenants et de citoyens du quartier se recontraient en février 1983 afin de réfléchir ensemble sur les avenues possibles dans lesquelles pourrait s'engager un regroupement éventuel de ces jeunes adultes de 18 à 30 ans.

La réponse fut unanime: l'idéal, ce serait que chaque jeune ait son appartement mais la situation critique des jeunes assistés sociaux oblige à envisager une solution communautaire du problème à moyen ou long terme.

Dès la fin de la saison estivale, le groupe entreprit la fondation du comité organisateur de ce qui s'appellera dorénavant l'Auberge Communautaire du Sud-Ouest Inc. suite à une incorporation provinciale obtenue au cours de l'été.

Auberge Communautaire du Sud-Ouest

L'Auberge se veut donc un lieu physique d'hébergement à moyen et à long terme pour les jeunes assistés sociaux des quartiers du sud-ouest de Montréal. Il ne s'agit plus d'un dépannage ponctuel mais bien de donner une véritable chance à des jeunes assistés sociaux de se "sortir du trou", leur offrant ainsi l'appui et le temps nécessaires afin d'améliorer leur situation. Après concertation, trois objectifs généraux soutiennent notre action:

- (1) Améliorer la condition de vie du jeune en répondant à ses besoins premiers (hébergement, réponse à ses problèmes de revenu . . .);
- (2) favoriser une vie communautaire qui permette une prise en charge du jeune par le jeune en organisant collectivement la vie de l'Auberge, tout en intégrant à cette vie communautaire toutes les dimensions du vécu quotidien;
- (3) encourager le jeune à trouver individuellement et/ou collectivement des solutions permanentes à ses problèmes économiques, favorisant ainsi une pleine autonomie et un retour sur le marché du travail.

Afin de mieux définir ce que devra être l'Auberge concrètement et comment elle devra fonctionner, nous nous dotons d'une structure organisationnelle bien spécifique. La formule retenue préférentiellement est celle d'un immeuble unique pouvant offrir jusqu'à 22 unités individuelles d'habitation. Chaque chambre devra être de dimension suffisante pour permettre l'organisation de la vie privée de chaque jeune hébergé.

Ces vingt-deux (22) chambres individuelles sont regroupées en 3 unités appelées îlots; chaque îlot est autonome quant à son organisation interne et se compose de six à huit (6 à 8) chambres, d'une salle commune et d'une cuisine qui lui est propre.

De ces trois îlots, un premier servira d'unité d'accueil, lieu de passage obligatoire avant d'avoir accès au service d'hébergement à moyen et long terme. Cette unité d'accueil permettra de répondre d'une part, au besoin d'un séjour à court terme et, d'autre part, servira de lieu d'adaptation à la vie communautaire.

Une fois le séjour à l'accueil terminé, le jeune pourra dès lors profiter du service d'hébergement

à moyen et long terme, si sa situation "psycho- socio-économique" le nécessite. A l'intérieur des îlots, l'organisation de la vie communautaire sera plus autonome. Les membres organiseront entre eux leur quotidien: achats alimentaires, cuisine, ménage, budgétisation des achats, etc. De même, les règlements internes de l'îlot seront négociés en groupe. Tous les problèmes afferant à la vie communautaire seront discutés au cours de la réunion hebdomadaire de l'îlot avec l'aide de l'animateur. Rappelons enfin que chaque îlot aura son ou ses animateurs qui assumeront une présence et un suivi auprès des jeunes et ce, sur une base permanente (24 heures/jour, 7 jours/semaine).

Par ailleurs, chaque jeune résident qui s'engagera à l'intérieur de la structure de vie communautaire de l'Auberge devra respecter les règlements internes et le code de vie du centre. Ainsi, les résidents devront obligatoirement participer aux rencontres hebdomadaires de planification et d'évaluation. De plus, ils s'engageront 15 heures/semaine à travailler à leur revalorisation personnelle et sociale par le truchement d'une recherche intensive d'emploi et/ou d'un stage de formation; ils devront également participer à l'organisation et à la vie active de l'Auberge. Enfin, ils seront appelés à faire preuve d'une réelle volonté de s'en sortir, se dotant de tous les outils nécessaires leur permettant d'acquérir une plus grande autonomie personnelle.

Alors que le nombre de jeunes assistés sociaux, vivant sous le seuil de la pauvreté, n'en finit plus d'augmenter, alors que le niveau de chômage chez les jeunes adultes atteint des plafonds encore inégalés, alors que le phénomène de la prostitution et de la clochardisation chez les 18-30 ans prend de plus en plus d'ampleur, nous demeurons viscéralement convaincus de la pertinence et de l'urgence d'instaurer un centre d'hébergement et d'entraide pour ces milliers de jeunes adultes laissés pour compte.

De part le caractère innovateur de notre projet (hébergement à moyen et long terme pour jeunes adultes de quartiers populaires), nous espérons pouvoir recueillir les sommes suffisantes nous permettant de faire un pas vers le mieux-être des jeunes adultes présentement découragés devant le peu d'alternatives que leur offrent le marché du travail et le contexte social actuel.

S'en sortir?

L'équipe aura également une responsabilité énorme vis-à-vis la nécessité que chaque membre se prenne en main et rebâtisse sa situation personnelle afin de quitter l'auberge dans une meilleure posture qu'à son arrivée.

Il faut insister sur le fait que si l'auberge est une ressource à long terme, elle ne doit pas, être considérée comme une ressource permanente et chaque membre doit se servir de ce temps de passage pour améliorer sa situation personnelle et se prendre en main à l'extérieur de l'auberge.

Lessons Learned

The examples documented at the Tenth (Commemorative) Session of the Commission on Human Settlements illustrate four general types of successful initiative:

*** Progressive Adaptation** - - a staged or incremental process of providing support and resources which is sufficiently flexible to be able to respond to the changing and variable needs of the individual as (s)he progresses or regresses. The process is based on the concept of aided self-help and can apply to either a residential setting (as in the case of the Veterans Memorial Manor in Vancouver where different parts of the building are more or less self-contained depending on the individual's capability), or to community-based services/ opportunities to regain self-sufficiency (as in the case of the Entre Nous Femmes Non-Profit Housing Society in Vancouver or the Women In Second Stage Housing in Winnipeg).

*** Facilitative Management** - - in the context of Shuter Street in Toronto, a type of housing management that enables residents to participate as they choose in decisions that affect their living situation. It is based on a concept/ philosophy developed by participants in the Single Displaced Persons Project who have been developing and managing innovative housing options for low-income single people in Ontario for the past 15 years.

In the broader contexts identified in this report (Somerset Street and Bronson Avenue rooming houses in Ottawa), it is concerned with all aspects of the residential community which influence people's ability to manage their living space and personal relationships, including property management. The essential goals for the facilitative management process are:

- ** to foster a social and physical housing (home) environment in which people are ensured a power base from which they can make choices and decisions to improve the quality of their lives;
- ** to foster the development of communities of people with limited income who choose to act together to improve their well-being.

*** Stewardship** - - there are those among the homeless who require assistance to enable them to regain choice and control over their living conditions. For some (for example, youth in L'Auberge Communautaire du Sud Ouest in Montreal), this entails relatively temporary forms of assistance such as shelter, training and/or counselling as a source of security and support during a period of personal transition. For others described as "hard to house", the assistance may be of longer duration and involve more intensive services and support (for example, Main Street Project in Winnipeg, Operation Friendship in Edmonton and La Maison de Lauberiviere in Quebec City). The concept of stewardship, as the title suggests, involves developing supportive and enabling milieux (residential or community) without institutionalizing (in the pejorative sense). The aim is to promote dignity and self-confidence by creating the necessary stages and resources for rehabilitation without making rehabilitation a prerequisite for participation.

*** Co-operative Partnerships** - - as indicated throughout this document, there is a growing recognition that lasting and effective solutions to homelessness require the effective partnerships between the three levels of government, the private and voluntary sectors as well as the homeless, poor and disadvantaged (the clientele). To varying degrees and in various permutations, this collaborative approach has produced positive results (for example, Project 3000 in

Ontario and the Alberta Rural Housing Program, in terms of political initiative and commitment; community-based support programs such as Réseau D'aide in Montreal and ASK in Victoria; and Maison de Chambres in Montreal which illustrates the success of partnerships in the residential sector).

Interesting variations on these themes in different parts of the country, or in situations where the conditions affecting the homeless warrant modified or specialized intervention strategies, are also included among the representative examples below.

Subsequent analysis revealed two additional types of successful initiative which are also replicable beyond their present context: Community Supportive Living developed in Ontario, and alternative forms of Non-conventional Financing such as the Metropolitan Halifax Demonstration Project.

*** Community Supportive Living** - - recognizing that there is a need for sufficiently available, appropriate, affordable and stable housing in Ontario, the provincial government is committed to developing a new, long term, comprehensive policy and program strategem to provide supportive opportunities to people with support service needs. This approach recognizes that people require a supportive environment

within which to develop relative independence and stability to become functionally integrated within their community of choice. Community Supportive Living is based on the underlying philosophy that independence, stability and integration can be achieved by designing programs for people, and by ensuring that the support services are flexible, portable and "de-linked" from housing requirements. A spectrum of options can be provided which will tailor the program to the individual rather than the current approach which tends to develop specific models of supportive housing into which individuals are placed. The uniqueness of CSL is that it seeks to formalize, through public policy, a commitment to the development of a comprehensive and co-ordinated housing and support service system, which of necessity entails a high level of inter-ministerial co-operation.

In preparing this document, consultation with the provincial focal points and organizations who are actively involved in assisting the homeless and/or reducing homelessness allowed the identification of forty initiatives which incorporate elements of the successful approaches identified above. Thirteen have been selected to illustrate various ways in which these concepts demonstrate successful solutions to locally prevailing homelessness.

DEMONSTRATING SUCCESSFUL INITIATIVES

PROGRESSIVE ADAPTATION

- * ENTRE NOUS FEMMES - (VANCOUVER)
- * WOMEN IN SECOND STAGE HOUSING - (WINNIPEG)

FACILITATIVE MANAGEMENT

- * SOMERSET STREET - (OTTAWA)
- * MAISON DE CHAMBRES - (MONTREAL)

STEWARDSHIP

- * MAIN STREET PROJECT - (WINNIPEG)
- * MAISON DE LAUBERIVIERE - (QUEBEC CITY)
- * St. JAMES SOCIAL SERVICE SOCIETY - (VANCOUVER)

COMMUNITY SUPPORTIVE LIVING

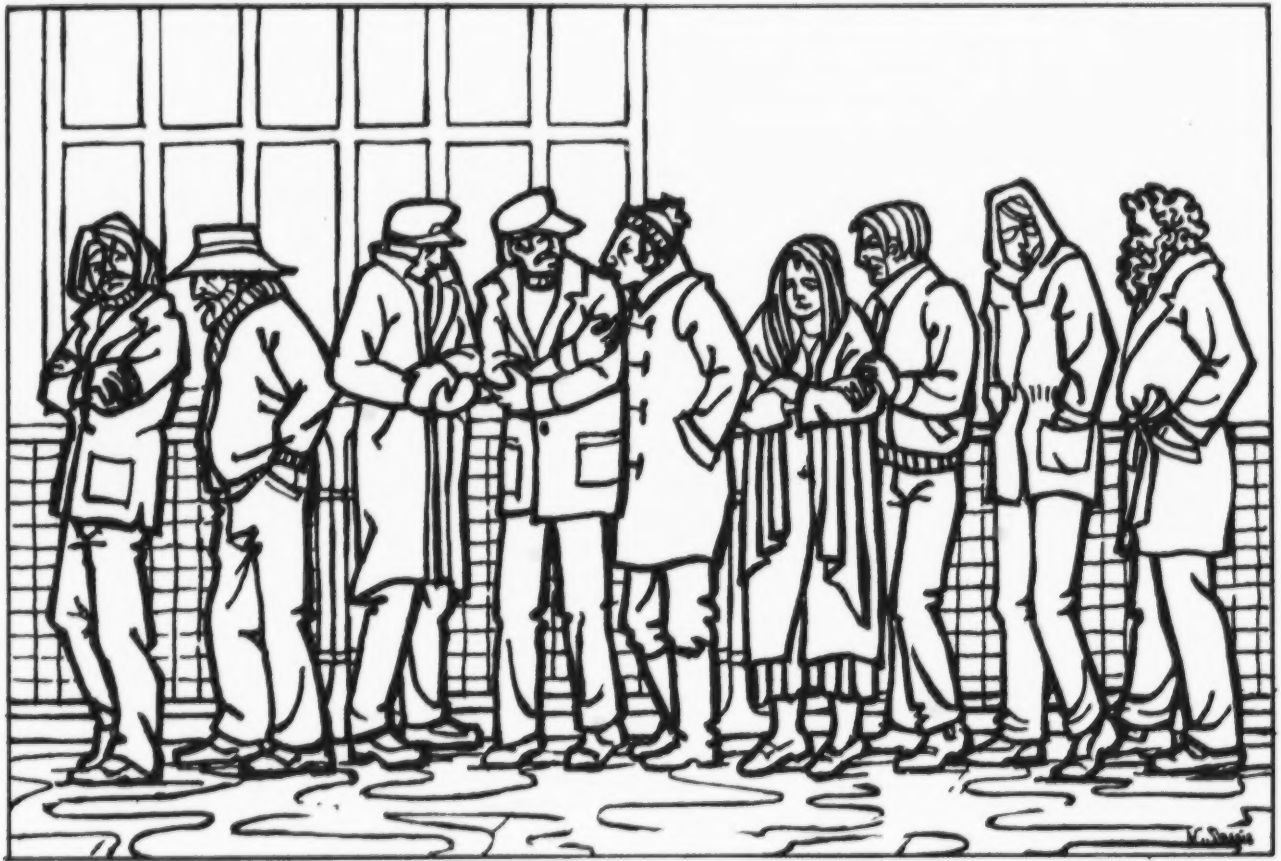
- * RESEAU D'AIDE - (MONTREAL)
- * OPERATION FRIENDSHIP - (EDMONTON)
- * ASSOCIATION FOR STREET KIDS - (VICTORIA)

CO-OPERATIVE PARTNERSHIPS

- * PROJECT 3000 - (ONTARIO)
- * ALBERTA RURAL HOUSING PROGRAM - (ALBERTA)

NON-CONVENTIONAL FINANCING

- * METRO HALIFAX DEMONSTRATION PROJECT - (HALIFAX)



PROGRESSIVE ADAPTATION

VANCOUVER, BRITISH COLUMBIA

**ALMA BLACKWELL HOUSE (ENTRE NOUS FEMMES NON-PROFIT
HOUSING SOCIETY)**

NAME: ALMA BLACKWELL'S (ENTRE-NOUS FEMMES NON-PROFIT HOUSING SOCIETY)

LOCATION: VANCOUVER, BRITISH COLUMBIA

CAPACITY: 46 units for single parent families

GEOGRAPHIC SCALE:

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☐
TRANSITIONAL	☒
PERMANENT	☐

PARTNERSHIPS

FEDERAL GOVERNMENT	☒
PROVINCIAL GOV'T	☐
MUNICIPAL GOV'T	☐
PRIVATE SECTOR	☒
NON-PROFIT AGENCY	☒
POOR THEMSELVES	☒

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT						☒	
	POVERTY			☒				☒
	AFFORDABLE HOUSING			☒	☒			
	FAMILY BREAKDOWN			☒			☒	☒
	INCOME SECURITY			☒			☒	☒
	DEINSTITUTIONALIZATION						☒	☒
	DISPLACEMENT							
HOMELESS GROUP	UNEMPLOYED			☒				☒
	WORKING POOR			☒				☒
	UNEMPLOYABLE			☒				
	ELDERLY							
	SINGLE PARENT FAMILIES			☒			☒	☒
	YOUTH							
	DEINSTITUTIONALIZED							
	DISABLED							
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION			☒			☒	☒
	FACILITATIVE MANAGEMENT						☒	
	STEWARDSHIP							
	COMMUNITY-SUPPORTIVE LIVING						☒	
	NON-CONVENTIONAL FINANCING			☒				
	SECURE, AFFORDABLE HOUSING			☒			☒	
	CO-OPERATIVE PARTNERSHIPS			☒			☒	
	POLITICAL COMMITMENT							

LESSONS LEARNED:

1. There is a great demand for suitably designed affordable accommodation for single parent families.
2. Non-profit social housing is a viable alternative to co-operative housing and represents an important addition to the rental market stock.
3. The effectiveness of Entre Nous Femmes goes well beyond provision of shelter.



ENTRE-NOUS FEMMES NON-PROFIT HOUSING SOCIETY - VANCOUVER

ALMA BLACKWELL HOUSE run by Entre-Nous Femmes Non-Profit Housing Society, is a 46-unit housing project located in the east side of Vancouver. The ENF society was organized by three women, who persevered for a period of several years before receiving funding from the federal government.* Its mandate is to provide affordable and safe housing for single mothers in the primary stage of parenting (that is, the first 4 years that one is a solo parent). A second mandate, to provide employment training and job creation, has so far resulted in the creation of a babysitting service, a clothing exchange and a food co-op to improve the economic situation of residents.

A non-profit society model was chosen in part because its operation is less demanding on the time and energy of single parents. The society is set up to offer only semi-permanent housing for single parents, in the hope that they will acquire job skills or savings that would help them buy a home or move into a co-op. Although there are 400 people on a waiting list to live at ENF, the society does not stipulate a time limit on a tenant's length of stay.

Design features are oriented to family living, support and sharing, safety and convenience. The size of the waiting list is a measure of its success, but it also indicates that there are great social needs that are not being met by the private sector.

There are approximately 65 children living at ENF, and the design of the project is completely child oriented. The units form a "W" shape around two courtyards; one is a passive play area (lawn) and the other is an active play area (tot lot, sandbox and hard surfaces). Surveillance is afforded onto the courtyards from kitchens, and benches are provided for mothers to watch their children at play. The site is completely fenced in.

The units are affordable; half are subsidized and half are rented at market rates comparable with those in the surrounding area. There is a mix of deep and light subsidy which varies with the needs of each tenant. The project is wheelchair accessible.

Canada Mortgage and Housing Corporation makes up the difference between ENF's mortgage rate and the true rate of interest.

* Information supplied by Entre Nous Femmes Society

PROGRESSIVE ADAPTATION

WINNIPEG, MANITOBA

WOMEN IN SECOND STAGE HOUSING, INC.

NAME: WOMEN IN SECOND STAGE HOUSING

LOCATION: WINNIPEG, MANITOBA

CAPACITY: 3 three-bedroom and 15 two-bedroom suites for families in 30-suite apartment complex

GEOGRAPHIC SCALE: COMMUNITY

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS ☒

REDUCE HOMELESSNESS ☐

DURATION

SHORT TERM ☐

TRANSITIONAL ☒

PERMANENT ☐

PARTNERSHIPS

FEDERAL GOVERNMENT ☐

PROVINCIAL GOV'T ☒

MUNICIPAL GOV'T ☒

PRIVATE SECTOR ☒

NON-PROFIT AGENCY ☒

POOR THEMSELVES ☒

	INITIATIVE			OBJECTIVE			
	POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT						
	POVERTY						
	AFFORDABLE HOUSING		●	●			
	FAMILY BREAKDOWN	●				●	●
	INCOME SECURITY						
	DEINSTITUTIONALIZATION						
	DISPLACEMENT						
HOMELESS GROUP	UNEMPLOYED		●				★
	WORKING POOR		●				★
	UNEMPLOYABLE						
	ELDERLY						
	SINGLE PARENT FAMILIES		●				●
	YOUTH						
	DEINSTITUTIONALIZED		★				★
	DISABLED						
	NATIVE INDIANS						
	NON-URBAN HOMELESS						
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION		●			●	
	FACILITATIVE MANAGEMENT		●			●	
	STEWARDSHIP					★	
	COMMUNITY-SUPPORTIVE LIVING		●			●	
	NON-CONVENTIONAL FINANCING						
	SECURE, AFFORDABLE HOUSING		●				
	CO-OPERATIVE PARTNERSHIPS		●			●	
	POLITICAL COMMITMENT		●				

LESSONS LEARNED: The fact that all the participants in the initial one-year experiment volunteered to counsel and support the second year participants reflects the obvious satisfaction with the approach and highlights the tremendous potential of a 'revolving resource' when experience, advice and support are continuously recycled.

One-year tenure presents serious difficulties when participants near the end of their tenure confront long waiting lists for social/public housing. This can potentially neutralize all benefits derived from the one year program.

More national awareness urgently required to disseminate information on successes such as this.

WOMEN IN SECOND STAGE HOUSING - WINNIPEG.*

Women in Second Stage Housing Inc. (WISH), is a private, non-profit organization providing residential programming and support for eight families in a 30 suite apartment complex. WISH serves women and their children who have experienced a crisis within an abusive relationship. They are now ready to enter the transition phase of rebuilding community and social networks toward independence. Each family participates in the program for a 1 year period.

The project consists of three 3-bedroom and five 2-bedroom suites for the families (as well as a resource suite for programming), in a 30 unit Regional Housing Apartment Complex in downtown Winnipeg. The apartment complex opened in 1985 and is accessible to disabled people.

The main objectives are:

- (1) To provide a safe environment for up to 12 months for the abused family;
- (2) To provide appropriate referrals to and establish contact with community agencies and resources;
- (3) To assist in the development of a non-violent lifestyle;
- (4) To develop a mutual support system within the shelter;
- (5) To assist families in obtaining support services such as daycare for their children;
- (6) To develop a volunteer program including people from the shelter and the community at large to assist in the daily operations of the shelter;
- (7) To encourage the research and study of wife abuse.

USE OF SOCIAL HOUSING TO PROVIDE A SECOND-STAGE HOUSING SERVICE

Manitoba Housing has, over the last number of years, provided substantial residential support to women in crisis situations (battered women/ wives and their children who require immediate, emergency shelter following "escape" from an abusive situation). It is felt, however that time spent at a crisis shelter (average 10 day stay) is not sufficient for a woman to make crucial decisions about redirecting or restructuring her life and future, nor acquire the emotional and financial security to do so.

The strategy to respond to this post-crisis need has been termed "second- stage housing" or a secure living environment available on a longer term transitional period (usually up to 12 months) during which women can find employment, further an education, receive counselling and support to move on to new life options.

WISH's original proposal was to acquire and rehabilitate an existing small apartment block for exclusive use/tenancy by "second stage" households. Instead of the ownership/acquisition option however, the group was offered the use of 8 living units in a newly occupied family public housing project by the Winnipeg Regional Housing Authority who are working in close collaboration with WISH.

The use of Social Housing conforms with a Social Resources Committee/Cabinet approved policy enunciated in November 1985 that post-crisis or second stage housing opportunities be primarily funded within an integrated, larger housing context, preferably as part of a social housing project. "Freestanding, segregated" facilities are considered *only* where social housing is unavailable or not feasible.

Part of the arrangement with Winnipeg Regional Housing Authority includes:

- (i) installation of the FAST emergency call system to ensure that the women can activate an

immediate response to potential violent or life-threatening situations (for example: assault by ex-spouse)

(ii) designation of one living unit in the building as a "Drop-in Centre" or staff space out of which is operated the support programming for the second-stage tenants or other women in the vicinity requiring similar service. This type of housing by concept/definition includes provision of on-site staff.

All programming costs are the responsibility of the Department of Community Services which provides funds for start-up (furniture, equipment, telephone), annual staffing, and related costs. Some staff requirements and administrative support are provided through a co-venture with the Manitoba Committee on Wife Abuse.

The first year of funding 1986-1987 for WISH came from:

- * Community Services - Government of Manitoba (core funding)
- * Kinsmen Club of Winnipeg
- * Community Assets - Employment & Economic Security - Government of Manitoba
- * Soroptimists Club International (Winnipeg Branch)
- * Secretary of State - Government of Canada
- * Winnipeg Regional Housing Authority
- * CareerStart - Government of Manitoba

The women tenants and their children participate in programming. The core programs include:

- (1) education/orientation phase
- (2) life skills and self-care phase
- (3) community re-entry

Upon discharge from the WISH program, a follow-up program has been instituted to ensure some contact with the project.

* Information supplied by Dr. J. Zamprelli, Manitoba Housing, and Cathy Auld, Winnipeg Core Area Initiative.

FACILITATIVE MANAGEMENT

OTTAWA, ONTARIO

SOMERSET STREET ROOMING HOUSE

NAME: SOMERSET STREET ROOMING HOUSE

LOCATION: OTTAWA, ONTARIO

CAPACITY: 46 units

GEOGRAPHIC SCALE: INNER CITY NEIGHBOURHOOD

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☐
TRANSITIONAL	☐
PERMANENT	☒

PARTNERSHIPS

FEDERAL GOVERNMENT	☐
PROVINCIAL GOV'T	☒
MUNICIPAL GOV'T	☒
PRIVATE SECTOR	☐
NON-PROFIT AGENCY	☐
POOR THEMSELVES	☐

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT							
	POVERTY							
	AFFORDABLE HOUSING			☒	☒		☒	
	FAMILY BREAKDOWN							
	INCOME SECURITY							
	DEINSTITUTIONALIZATION							
	DISPLACEMENT			☒				
HOMELESS GROUP	UNEMPLOYED			☒				★
	WORKING POOR			☒				★
	UNEMPLOYABLE			☒				★
	ELDERLY			☒				★
	SINGLE PARENT FAMILIES							
	YOUTH							
	DEINSTITUTIONALIZED			☒				★
	DISABLED			☒				★
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT						☒	
	STEWARDSHIP						☒	
	COMMUNITY-SUPPORTIVE LIVING							☒
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING			☒				
	CO-OPERATIVE PARTNERSHIPS			☒			☒	
	POLITICAL COMMITMENT			☒				

LESSONS LEARNED: A 1985 evaluation by City Living, the City of Ottawa Non-Profit Housing Association indicated that the residents felt that the rooming house is a success with respect to its social objectives. It has also added needed units to the stock of housing available to low-income single people.

A balanced and compatible mix of residents together with unobtrusive support and observation have prevented Somerset from deteriorating into a halfway house or flop house. Clearly established guidelines regarding roomers' responsibilities, the provision of attractive, clean and comfortable surroundings and the fostering of an attitude of concern for one's surroundings and for the rights of others to the enjoyment of secure surroundings have contributed to a sense of 'belonging' and a place the residents consider to be 'home'.

SOMERSET STREET ROOMING HOUSE - OTTAWA.

In common with other North American cities, the problem of homelessness has grown significantly in Ottawa over the past decade. While no one knows the exact number of homeless people in the City, there are 260 emergency shelter beds for single men and women, and these are in use at least 80% of the time.* Staff at the shelters report that average lengths of stay vary from one week to two years.

The reasons for homelessness are varied. The lack of affordable and appropriate accommodation for single people and families with very low incomes increases daily with the loss of rooming houses and low-rent apartments. As well, there is an increase in the number of deinstitutionalized people with continuing psychiatric problems who are unable to maintain apartments/rooms without support services in place. All evidence suggests that this is not a short-term phenomenon but a long-term trend, which will not go away of its own accord.

There is a serious need for new forms of shelter intended to house homeless people on a longer term basis than is currently the case in the emergency shelters. Emergency shelter providers in Ottawa are of the opinion that a new form of supportive and permanent housing is needed in order to reduce the numbers of people using shelters or institutions as their only accommodation.

In July 1986, the City of Ottawa Non-Profit Housing Corporation, City Living, together with several community groups, commenced discussions toward the establishment of a special housing project at 380 Cumberland Street, in recognition of the International Year of Shelter for the Homeless. This project is only one of a number of similar housing developments which City Living has produced. It has benefitted particularly from the lessons learned from the Maison de Chambres (Bronson Avenue), described elsewhere in this report, and the 46-unit Somerset Street Rooming House which was completed in 1983. These projects are designed for low-income single persons, under 50 years of age, including transient men and women; psychiatrically disabled and marginally employed individuals, all of whom must be capable of living independently. These residents have histories of housing difficulties and require varying degrees of social and psychological support services to enable them to stabilize their lives over the long term.

City Living has been operating Somerset Street since 1983 using four objectives:

- (a) to maintain the supply of affordable housing for low-income single persons in the City of Ottawa;
- (b) to ensure that City Living rooming houses meet sound property management standards;
- (c) to maintain a healthy and secure living environment within the rooming houses;
- (d) to maintain a liaison with the neighbourhood and community support services.

A Management Plan was prepared in recognition of the fact that rooming houses involve conditions which are different from regular property management rentals. They experience:

- (a) higher levels of transience;
- (b) clientele who are less stable and *may* have a series of social problems;
- (c) some facilities are shared by strangers - for example: washrooms, laundry;
- (d) facilities are completely furnished.

The Management Plan ensures that the needs of the residents are met but also provides a framework to ensure that all tenants have safe, comfortable, clean and affordable accommodation.

Two-thirds of the 46 units are set aside for "more stable low-income working persons or those on social assistance or disability pension". The remaining rooms are geared toward youth, psychiatrically disabled or developmentally delayed people who are supported by community service agencies.

The design is a 6-door row house building. Each unit, or cluster contains 7 or 8 rooms on three floors, with 3-piece bathrooms on the second floor shared by two clusters. The cluster arrangement affords more privacy in a family-like atmosphere, is more quiet and is less impersonal than the traditional rooming house design. Rooms range in size from approximately 80 to 214 square feet (78% between 100 and 167 sq ft); each is furnished with a mate's bed (3 drawers beneath), table, desk and chairs, sink, fridge, electric stove and cupboard space.

Somerset Street House is located within walking distance of the city core, a Community Centre which includes a health clinic, and major public transit routes are one block away. Somerset is administered as part of the Senior Citizen's portfolio, and has a full-time superintendent living on site.

Funding Structure.

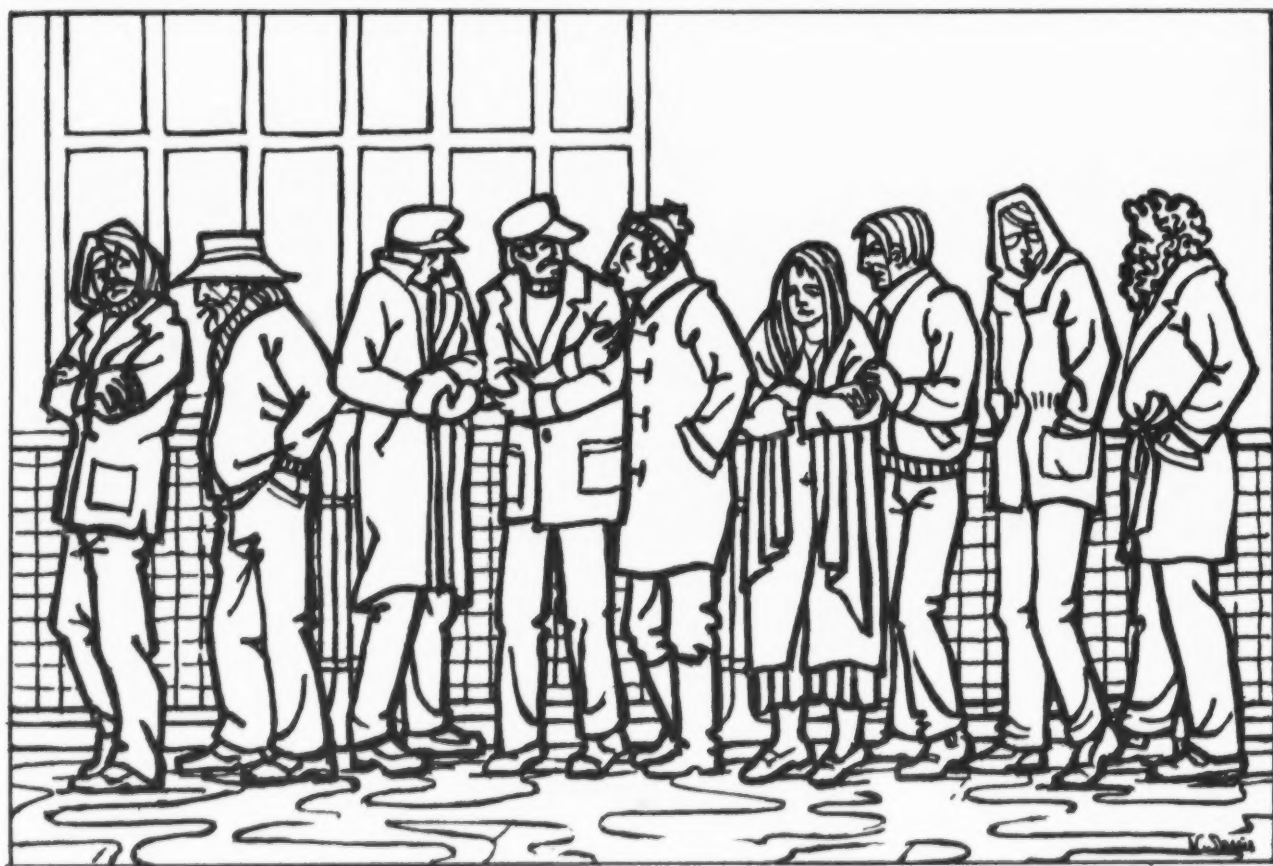
- The total capital cost was \$450,000.
- A RRAP loan of \$112,750 was applied to renovation costs (forgiveable over 10 years);
- A private mortgage of \$310,900 is amortized over 35 years;
- A Municipal Incentive Grant of \$140,000 (plus \$5,000 for start-up costs) was supplied.

Rents are established by City Living and are determined by the amount of equity contributed to the project. Rent increases are based on the project's ability to break even.

Somerset provides affordable, permanent housing, and through effective support services and a responsive management structure, fosters a supportive milieu where residents can take control of their lives and be responsible for their living environment.

- Information supplied by Margaret Singleton, City of Ottawa.





FACILITATIVE MANAGEMENT

MONTREAL, QUEBEC

MAISON DE CHAMBRES, DORCHESTER

GEOGRAPHIC SCALE: INNER CITY NEIGHBOURHOOD

IYSH PROJECT ?	
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PURPOSE	
ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION	
SHORT TERM	
TRANSITIONAL	
PERMANENT	☒

PARTNERSHIPS	
FEDERAL GOVERNMENT	●
PROVINCIAL GOV'T	●
MUNICIPAL GOV'T	●
PRIVATE SECTOR	●
NON-PROFIT AGENCY	●
POOR THEMSELVES	

[illegible]

LESSONS LEARNED: Dramatic depletion of traditional rooming house stock has created great demand for this form of permanent, secure, affordable housing. Effectiveness of partnership between Provincial Housing Ministry, private sector architects and builders, with not-for-profit management consortium. Rents fixed at 30% of available income. Ownership remains with Provincial Housing Ministry, thereby consolidating land holdings and eliminating speculation.

MAISON DE CHAMBRES DORCHESTER - MONTREAL

Maison de Chambres Dorchester is one of three pilot projects in the downtown sections of Montreal, Quebec City and Sorel, which involve renovating rooming houses to compensate for dramatic depletions to this traditional stock of housing.

In a 1985 article in *Canadian Housing*, Paul Senecal, Research Officer with the Ministère de l'habitation et de la Protection du Consommateur du Québec, presented an overview of the rooming house situation in Quebec. Excerpts from this article are reprinted below to provide a background for describing the Maison de Chambres.

When we think of the homeless in Quebec, we immediately think of those whose main difficulty in finding a place to live is due to their lack of income. We think, among others, of the single people whose major source of income comes from welfare assistance and guaranteed income programs. This is often the case for old people, the majority of whom live beneath the poverty level. We also think of the physically disabled whose limited autonomy, coupled with a lack of income create a number of significant housing problems. We also think of young people on welfare who have not been able to find work because of the recent recession. We think of the ex-inmates and the people suffering from mental or physical illnesses who return to the community after having spent some time in an institution. Lastly, we think of the roomers, whose profile looks more often like that of the destitute and the impoverished. While there are roomers whose housing conditions are quite good, we must also realize that many roomers are currently facing major problems.

For the past few years our province has been witnessing a steady and continuous decline in its stock of rooms. There is an obvious shortage in this area. To this must be added the gradual deterioration of the stock. Several rooming houses are suffering more than ever from major deficiencies related to safety, salubrity, and habitability. And this problem is increasing.

In June 1984 a research group published a report on the living conditions of roomers and the state of rooming houses in downtown Quebec City. This study, entitled "C'est pas le Chateau", considers the rooming house as a refuge, a place for people who cannot or do not want to go elsewhere. The authors identify two categories of roomers: those for whom their room is a permanent refuge, and those for whom it is a temporary refuge. The majority of roomers (75%) are single men and approximately 85% are unemployed. 71% of middle-aged roomers are living on welfare and at least half of them cannot afford another type of housing. The majority of old people living in rooms have little chance to improve their financial situation. More than 75% of these are largely dependent on welfare benefits on a near-permanent basis. These people generally cannot afford any other type of housing.

In July 1982 the "Table de concertation sur les maisons de chambre de Montreal" (Dialogue on Montreal's rooming houses) submitted a brief to public authorities to make them aware of the urgency of the situation. The number of rooms in operation in Montreal has gone from 15,972 in 1977 to 10,779 in 1982, a drop of 33% in the stock of rooms. This dramatic drop is even greater in the downtown area where rooming houses have to give way to boutiques, businesses, offices, and high-priced apartments.

The remaining rooming houses are in a lamentable state: lack of insulation, poor window

placement, inadequate electrical and plumbing installations. The problem of safety is most acute when fires occur in rooming houses that have open stairways, dead-end corridors, highly flammable doors, or inadequate exits.¹

In a Green Paper on housing published in November 1984, rooming houses were described as having two types of clientele:

. . . a very mobile population that renews itself frequently - students, temporary workers - and a more stable population, very dependent economically and even socially, sometimes suffering from chronic ailments or going through a period of social rehabilitation. This low-income clientele is looking for cheap housing that requires only minimal management or planning. For them, rooms are an acceptable housing solution provided they are available in sufficient quantity, they offer a minimum of quality, and are affordable, which is not always the case.

The Green Paper proposed to change the structure of the low-rent housing stock by promoting the construction of public housing units for roomers where the need is justified; and buying and restoring dilapidated rooming houses that could then be managed by non-profit organizations.²

The following description of Maison de Chambres was provided by Claude Roy, Société d'habitation du Québec.

Maison de Chambres, Dorchester, amalgamated and then renovated three buildings to provide safe, secure and affordable housing in an area of Montreal which has traditionally been the main source of rooming house accommodation, but more recently has experienced considerable displacement due to inner city revitalization and gentrification. The 58 room project represents a

committed partnership between the government of Quebec, private sector architects and non-profit organizations who are responsible for the management and community-based services which are available to residents. The overall cost of \$1.3 million is made possible through combined federal, provincial and municipal government involvement. The Société d'habitation du Québec owns the building and retains the land.

Significant design features include: radiant ceiling heating; furnished self-contained rooms with separated shower and bathroom facilities provided for every 4 or 5 rooms. Residents pay a monthly maximum of 30% of their income to rent, and have access to shared facilities in the building including recreation, life-skills and occupational training. Maison de Chambres is a response to the recognized need for increasing the supply of affordable accommodation for low-income single people who prefer an inner city location. Because the project has 4 storeys but is intended as a new variant on the traditional rooming house concept, permit problems delayed the renovation for one year. It was officially opened during a ceremony to mark World Habitat Day on October 5th 1987.

A process of monitoring and evaluation of the three pilot projects is under way to assess the viability and replicability of similar developments throughout Quebec.

¹ "The Future of Rooming Houses in Quebec," Paul Senecal, *Canadian Housing*, vol.2, No.4, Winter 1985.

² *Se Loger au Québec*, Guy Tardif, Editeur officiel du Québec, Ministère de l'Habitation et de la protection du consommateur, November 1984).



STEWARDSHIP

WINNIPEG, MANITOBA
MAIN STREET PROJECT

NAME: MAIN STREET PROJECT

LOCATION: WINNIPEG, MANITOBA

CAPACITY: 25 bed hostel

GEOGRAPHIC SCALE: INNER CITY CORE NEIGHBOURHOOD

IYSH PROJECT ?	
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PURPOSE	
ASSIST HOMELESS	●
REDUCE HOMELESSNESS	

DURATION	
SHORT TERM	●
TRANSITIONAL	●
PERMANENT	●

PARTNERSHIPS	
FEDERAL GOVERNMENT	
PROVINCIAL GOV'T	●
MUNICIPAL GOV'T	●
PRIVATE SECTOR	
NON-PROFIT AGENCY	
POOR THEMSELVES	

	INITIATIVE			OBJECTIVE			
	POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT						
	POVERTY	★					
	AFFORDABLE HOUSING		●	●			
	FAMILY BREAKDOWN						
	INCOME SECURITY						
	DEINSTITUTIONALIZATION						★
	DISPLACEMENT						
HOMELESS GROUP	UNEMPLOYED		●				★
	WORKING POOR						★
	UNEMPLOYABLE		●				★
	ELDERLY		●				★
	SINGLE PARENT FAMILIES						
	YOUTH						★
	DEINSTITUTIONALIZED		●				★
	DISABLED		●				★
	NATIVE INDIANS		●				★
	NON-URBAN HOMELESS						
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION		●				●
	FACILITATIVE MANAGEMENT						
	STEWARDSHIP		●			●	●
	COMMUNITY-SUPPORTIVE LIVING						★
	NON-CONVENTIONAL FINANCING						
	SECURE, AFFORDABLE HOUSING						
	CO-OPERATIVE PARTNERSHIPS		★				★
	POLITICAL COMMITMENT						

LESSONS LEARNED: Demonstrates the need for an integrated system to support 'hard to house' individuals who perpetually require varying degrees of intervention or supervision with minimal resources and a compact, spartan physical environment. The staff effectively houses a concentrated population of troubled high-needs and behaviourally unpredictable clients. MSP has been less effective in assisting clients to stabilize their lifestyles and arranging more permanent accommodation principally because of gaps in facilities and services to support clients who have been discharged back into the community.

MAIN STREET PROJECT - WINNIPEG

Winnipeg, like other major cities, is experiencing an increasing presence of homeless people. The reasons include the lack of affordable housing, difficulties in Native acculturation to white society, and an absence of stable past residency.* Many marginally functioning and chronically homeless individuals rely heavily on social services because their behaviours are such that they have exhausted all their options. They go through the revolving door of the welfare, courts, criminal justice, health care, and alcohol treatment systems. They are often inappropriately referred to detoxification and/or alcohol treatment programs either to get welfare benefits, or because there are no alternatives. Since no landlord will keep these individuals for any length of time and many are barred from the Salvation Army hostel, their alternatives are to sleep in the alleys, on the riverbanks, in apartment buildings, laundry rooms, bus shelters, or the Main Street Project emergency shelter. These people fall between the cracks in the social service system. Dependent adults such as the aged, the homeless, or the marginally functional but not certifiable are not protected by government legislation as is the case with children and the mentally disabled. Many of the homeless substance abusers misuse detoxification and chemical treatment facilities for warmth, shelter, nutrition and hygiene, rest and recuperation from street life, and many repeatedly admit themselves because they have no viable alternative. Some recipients of social assistance have great difficulty obtaining secure accommodation as their past record excludes them from many residences. They are literally "hard to house".

The Main Street Project (MSP) started in 1972, in response to a request from the Winnipeg Police Commission and a number of Main Street merchants to complement police services in the area. Staff members patrolled Main Street dealing with crisis situations largely involving inebriates and street fighting. Victims of violence and alcohol abuse were transported to the hospital or the Main Street Project office, counselled or referred to other social agencies. It was subsequently expanded to include an emergency overnight shelter for intoxicated persons unable to find accommodation and a drop-in centre for unemployed persons. As the overnight shelter and drop-in centre became inadequate for the needs of many inebriates requiring non-medical detoxification, a 28-bed detox unit was established in September 1974, and relocated in June 1981.

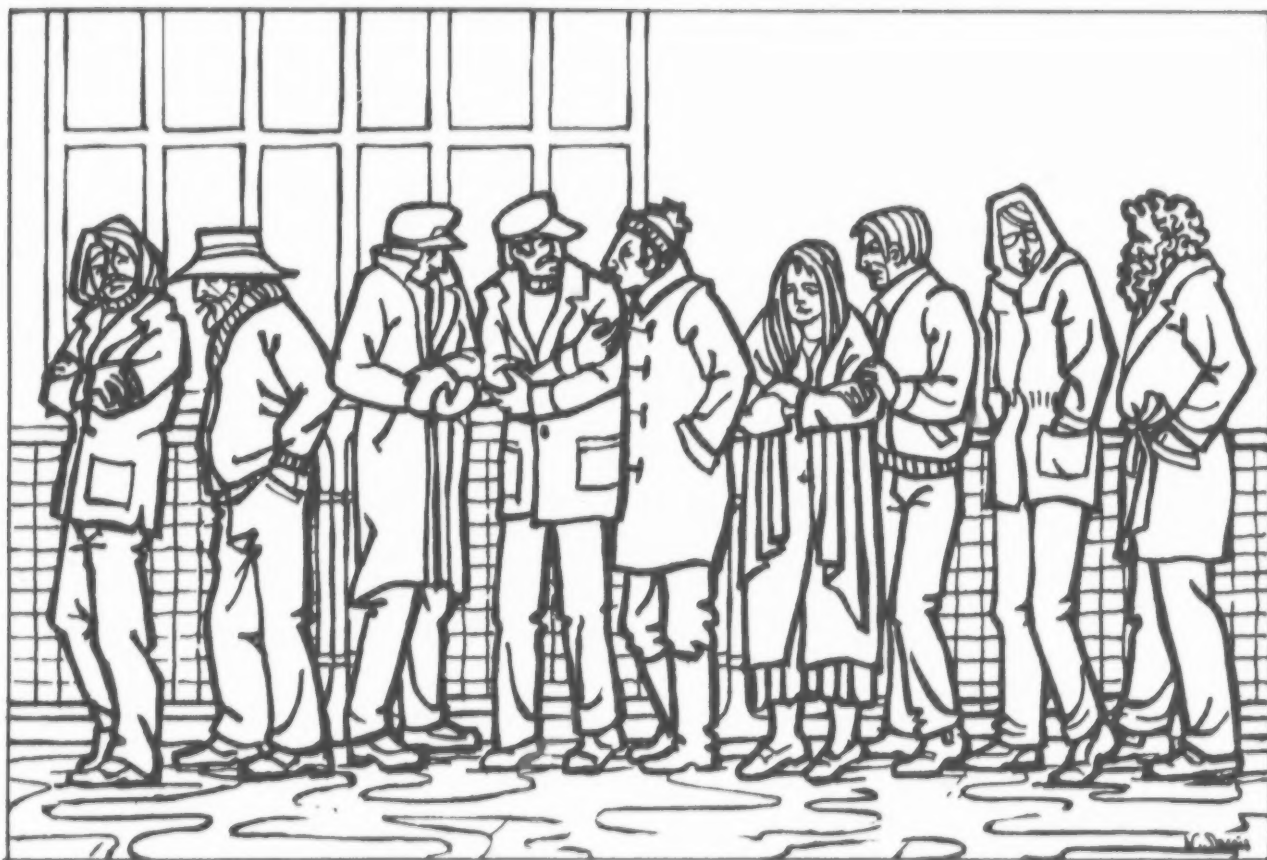
In December 1982 the Main Street Project received funding approval from the Province of Manitoba and Core Area Initiative to purchase and renovate a warehouse at 75 Martha Street. The new facility houses the following programs:

Crisis intervention, emergency referral service, street patrol, emergency shelter, intoxicated persons holding area, sub-acute detoxification centre, case management and assessment unit, and a day treatment program.

Main Street Project is largely funded as a public agency. The majority of the operations at 75 Martha are funded by the Alcoholism Foundation of Manitoba; the hostel on Galt Avenue is funded by the City of Winnipeg, the United Way, or a per diem charged to the placing agencies; and the Intoxicated Persons Detention Area is funded on a per diem basis by Winnipeg City Police.

By providing a supportive environment and the opportunity for the residents to make their own decisions, a process of gradual positive change in lifestyle is possible.

* Information supplied by Mr. J. Rodgers, Director, Main Street Project.



STEWARDSHIP

QUEBEC CITY, QUEBEC

LA MAISON DE LAUBERIVIERE

NAME: LA MAISON DE LAUBERIVIERE

LOCATION: QUEBEC CITY, QUEBEC

CAPACITY: 112 beds

GEOGRAPHIC SCALE: INNER CITY NEIGHBOURHOOD

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☒
TRANSITIONAL	☒
PERMANENT	☐

PARTNERSHIPS

FEDERAL GOVERNMENT	☐
PROVINCIAL GOV'T	☒
MUNICIPAL GOV'T	☐
PRIVATE SECTOR	☒
NON-PROFIT AGENCY	☒
POOR THEMSELVES	☐

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT							
	POVERTY		☒				☒	☒
	AFFORDABLE HOUSING							
	FAMILY BREAKDOWN							
	INCOME SECURITY							
	DEINSTITUTIONALIZATION		☒					
	DISPLACEMENT		☒					
HOMELESS GROUP	UNEMPLOYED		☒					☒
	WORKING POOR		☒					☒
	UNEMPLOYABLE		☒					☒
	ELDERLY		☒					☒
	SINGLE PARENT FAMILIES							
	YOUTH							
	DEINSTITUTIONALIZED		☒					☒
	DISABLED		☒					☒
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION		☒					
	FACILITATIVE MANAGEMENT						☒	
	STEWARDSHIP						☒	
	COMMUNITY-SUPPORTIVE LIVING						☒	☒
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING							
	CO-OPERATIVE PARTNERSHIPS							
	POLITICAL COMMITMENT							

LESSONS LEARNED: Persons who are considered 'hard to house' because of their inability to function within a sheltered setting often use the emergency and transitional shelter system en route to or out of a life on the street. Their successful reintegration into society depends in part on the extent to which support within and by the community complements the efforts of Missions such as La Maison de Lauberiviere to stabilize and rehabilitate. To be effective, the stewardship and support provided in these centres must be reinforced by public and private resources to improve the conditions and quality of life for homeless alcoholics and substance abusers. They cannot in isolation resolve the problems of these homeless people, and are most effective as a bridge to more independent living.



LA MAISON DE LAUBERIVIERE - QUEBEC CITY.

La Maison de Lauberiviere is a mission located in the core of Quebec City which has been operating out of a converted bank (and subsequently a hotel) in the rue Saint-Paul for over 5 years. Prior to this, a smaller building in the same neighbourhood had been used for over 30 years. The clientele who use the Mission are tending to be younger and to have more and varied problems than the alcoholic older men of previous years. *

La Maison de Lauberiviere incarne l'esprit de charité et de devouement de la collectivité québécoise. Chaque jour, une cinquantaine de bénévoles laïques et religieux ouvrent dans les différents services de la Maison:

Repas: en moyenne 375 par jour

Couchers: possibilité de 112 lits

- hommes 97 lits

- femmes 15 lits

Parmi les bénéficiaires qui viennent chaque soir:

- 40% sont des jeunes adultes de moins de 30 ans;

- 50% ont de 30 à 60 ans;

- 10% ont plus de 60 ans.

Plusieurs services sont créés sous le même toit favorisant:

- accueil

- réconfort

- gîte

- amitié, etc.

Mentionnons:

- l'accueil quotidien des adultes, hommes et femmes en difficulté;

- l'hébergement à court terme, de jour et de nuit, des femmes en situation particulière;

- un secteur de réhabilitation des hommes aux prises avec les problèmes de toxicomanie, programme de thérapie d'environ trois (3) mois;

- divers autres services: attention portée à la personne humaine; hygiène; vestiaire; animation pastorale; aide pour le recours à divers organismes.

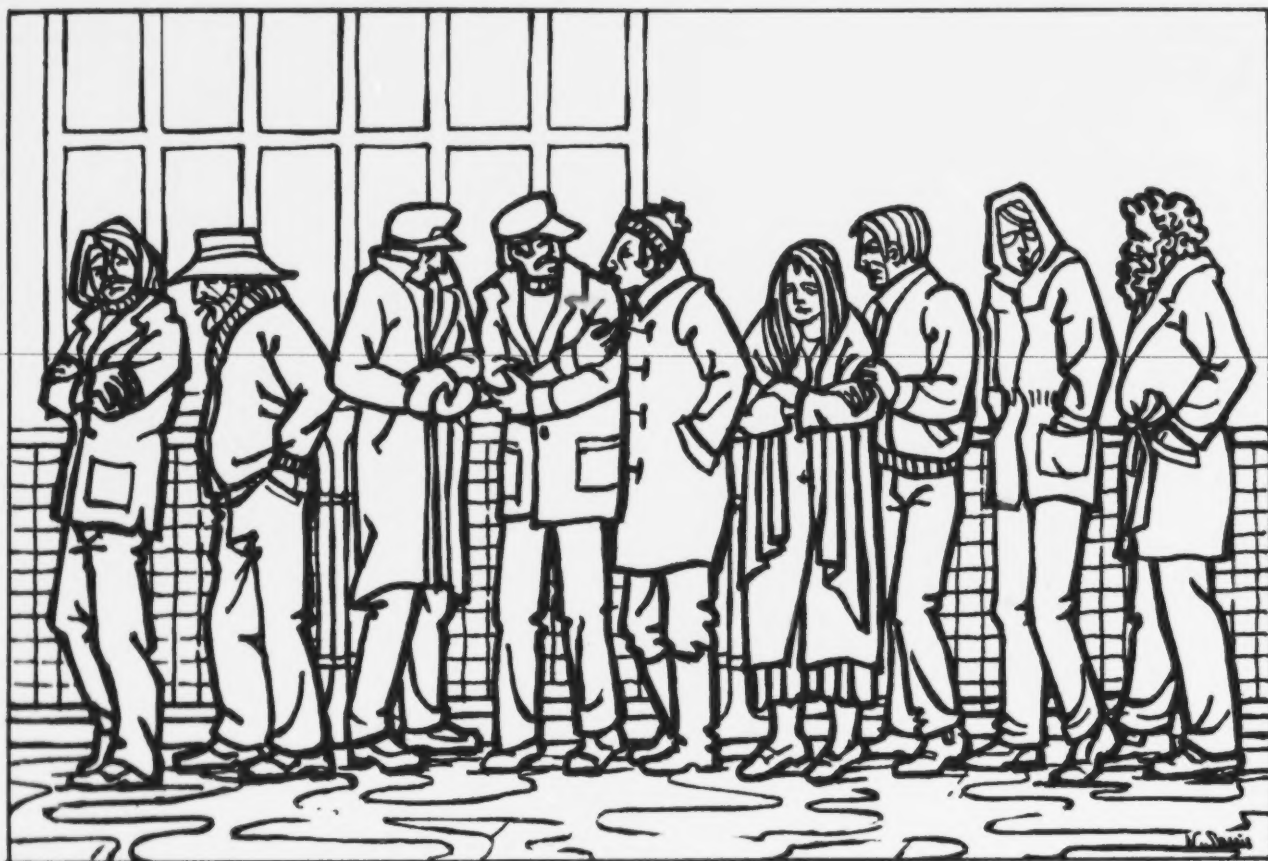
Services provided by La Maison de Lauberiviere include temporary shelter (average 1 to 3 weeks) for individuals who would otherwise be destitute; and a therapy program for those who genuinely want to control their addictions and return to a more stable living environment. Since the emphasis is placed primarily upon rehabilitation, those who do not want to become involved in the therapy program are not encouraged to remain at La Maison for extended periods of time.

Support staff encourage and to some degree assist individuals to reorganize their lives and overcome their problems using a therapy program which combines a psycho-social behavioral model with a style of living based on the philosophy of Alcoholics Anonymous. They identify the sources of an individual's problems and through supportive therapy, work toward resolving them holistically. The therapy program has a minimum 9 week duration, but the more common involvement is over a 3 month period which includes:

- ** A two week pre-therapy period of consciousness raising, developing awareness of the reasons for alcohol and drug dependence and abuse, and establishing directions and goals for rehabilitation;
- ** The therapy program extends over a 5 week period and is based on the 12 steps of Alcoholics Anonymous. Group and individual therapy, counselling and rehabilitation programs are provided by addiction therapists, physicians and pastoral counsellors.
- ** A period of between 2 and 6 weeks is spent searching for lodging, employment, training etc., as the first phase of social reintegration. Because of the fragility of the successes made to this point (as individuals are once more vulnerable to the sources of their addictive behavior), there is a strong support system at this juncture. This is a particularly important stage on the way to rehabilitation, but is complicated by the fact that the concentration of low rent, affordable accommodation corresponds to the area where there is a high concentration of alcohol and drugs. This part of the therapy program places great emphasis on the psychological forces which influence social behavior, and by encouraging and helping to establish networks for the individual away from the Mission, every effort is made to maintain the continuity of helping forces.
- ** The post-therapy program (which extends for 1 to 2 years or longer if required), represents the continuity between the therapy provided at La Maison de Lauberivière and the every day challenge of rehabilitation and social reintegration for the individual.

The therapy program and on-going support system demonstrates the critical importance of providing structure and stewardship so that individuals who are committed to helping themselves overcome personal problems have support and professional assistance on a continuing basis. As an illustration, over half of those who complete the initial stages of the therapy program secure accommodation together, reinforcing their support network.

* This description is based on information supplied by staff of La Maison, by M. Francois Houle, Société d'habitation du Québec, and from personal observations by A. Fallick, Research Associate, Centre for Human Settlements, University of British Columbia.



STEWARDSHIP

VANCOUVER, BRITISH COLUMBIA

ST. JAMES SOCIAL SERVICE SOCIETY

POWELL STREET

NAME: St. JAMES SOCIAL SERVICE SOCIETY (POWELL STREET)

LOCATION: VANCOUVER, BRITISH COLUMBIA

CAPACITY: 138 UNITS

GEOGRAPHIC SCALE: INNER CITY NEIGHBOURHOOD

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☐
TRANSITIONAL	☒
PERMANENT	☒

PARTNERSHIPS

FEDERAL GOVERNMENT	☒
PROVINCIAL GOV'T	☐
MUNICIPAL GOV'T	☒
PRIVATE SECTOR	☒
NON-PROFIT AGENCY	☐
POOR THEMSELVES	☒

SOURCE OF HOMELESSNESS	UNEMPLOYMENT	POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
	POVERTY							
	AFFORDABLE HOUSING			☒	☒	☒		
	FAMILY BREAKDOWN							
	INCOME SECURITY							
	DEINSTITUTIONALIZATION						☒	☒
	DISPLACEMENT			☒				
HOMELESS GROUP	UNEMPLOYED							
	WORKING POOR							
	UNEMPLOYABLE			☒			☒	☒
	ELDERLY			☒			☒	☒
	SINGLE PARENT FAMILIES							
	YOUTH							
	DEINSTITUTIONALIZED			☒			☒	☒
	DISABLED			☒			☒	☒
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION			☒				
	FACILITATIVE MANAGEMENT						☒	
	STEWARDSHIP						☒	☒
	COMMUNITY-SUPPORTIVE LIVING						☒	☒
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING			☒			☒	
	CO-OPERATIVE PARTNERSHIPS			☒			☒	☒
	POLITICAL COMMITMENT			☒				

LESSONS LEARNED: The Powell Street complex was designed with the firm belief that the range of social and economic problems facing homeless people in Vancouver's inner core require multi-faceted responses. Design innovations are reinforced with in-service and outreach program support services to provide a stable and secure foundation from which residents can use nearby community facilities. The overall complex accurately and sensitively reflects the clientele for whom it was designed, and illustrates the vital importance of understanding the milieu within which it is situated. Residents have described their new homes as preserving the best elements of their neighbourhood while at the same time providing high quality accommodation.



ST JAMES SOCIAL SERVICE SOCIETY - VANCOUVER

The St James Social Service Society has been providing services to special needs groups in the Metropolitan Vancouver area for approximately 25 years. Through this experience, the Society has evolved into a multi-faceted social service delivery agency.*

The purpose of this project is to provide a wide variety of shelter types for those coping with physical, social, psychological and other problems. It also provides supporting social services to its clients. The Society is presently in the process of constructing a three-phase housing development.

The project consists of five unique housing components:

- * Victory House - a 47-bed residence for "hard-to-house", long term, ex-psychiatric patients.
- * Victory Annex - a 20-bed residence for ex-psychiatric patients who have become more integrated into society than those in Victory House.
- * Cecilia House - eight self-contained apartments that provide occupants with an independent-living environment.
- * Triage - a 28-bed emergency shelter for persons with behavioral problems and chronic abusers of social service.
- * Powell Place - a 28-bed emergency shelter for women and children in crisis.

Above Powell Place are the Florence Apartments, six self-contained units for women and children. These are offered in conjunction with a six month program designed to give support to women and children who are developing necessary skills for independent living. The design solution developed by Davidson/Yuen employed an internal courtyard surrounded by the housing and ground floor social service area. This offers excellent security, an outdoor play area, and a close link between the ground floor area and the housing above.*

The St James Social Service Society is a unique organization providing numerous social services not only for residents and shelter-users who live in the 5 housing projects, but also for people living in the Greater Vancouver area who require specialized services or assistance. Thirteen other departments provide services including: a used furniture repair shop and store; a used clothing store; laundry facilities and counselling workshops for handicapped persons. Some services are designed to augment those provided by various provincial government agencies. The Society administers Provincial Social Assistance funds for approximately 300 Vancouver residents who are not capable of managing these funds on their own.

Most of the beneficiaries or clients are referred to the Society by various Provincial social service Ministries or other non-profit agencies.

Canada Mortgage and Housing Corporation and the British Columbia government both contributed funding towards the construction of the Society's new three-phase housing complex. They also contribute funding for operational costs. The City of Vancouver leased the shelter complex's land to the Society at a reduced rate. The Society also receives donations from a number of organizations and individuals. The architects provided complete programing, design and construction review services.

The three-phase construction project will support the St James Social Service Society's multi-disciplinary social service assistance programs to a wide variety of needs groups in the Vancouver area.

The Society is in the process of developing a hospice for terminally ill low income persons.

* Based on presentation to the Royal Architectural Institute of Canada and from RAIC description published in "Canadian Contributions" as a contribution to the IYSH.

COMMUNITY SUPPORTIVE LIVING

MONTREAL, QUEBEC

LE RESEAU D'AIDE

102

NAME: LE RESEAU D'AIDE

LOCATION: MONTREAL, QUEBEC

CAPACITY: not applicable

GEOGRAPHIC SCALE: INNER CITY

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS ☒

REDUCE HOMELESSNESS ☐

DURATION

SHORT TERM ☒

TRANSITIONAL ☒

PERMANENT ☐

PARTNERSHIPS

FEDERAL GOVERNMENT ☐

PROVINCIAL GOV'T ☐

MUNICIPAL GOV'T ☐

PRIVATE SECTOR ☐

NON-PROFIT AGENCY ☒

POOR THEMSELVES ☒

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT		☒					☒
	POVERTY		☒					☒
	AFFORDABLE HOUSING		☒					☒
	FAMILY BREAKDOWN		☒					☒
	INCOME SECURITY		☒					☒
	DEINSTITUTIONALIZATION		☒					☒
	DISPLACEMENT		☒					☒
HOMELESS GROUP	UNEMPLOYED		☒					
	WORKING POOR		☒					
	UNEMPLOYABLE		☒					
	ELDERLY		☒					
	SINGLE PARENT FAMILIES		☒					
	YOUTH		☒					
	DEINSTITUTIONALIZED		☒					
	DISABLED		☒					
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT							
	STEWARDSHIP		☒					☒
	COMMUNITY-SUPPORTIVE LIVING		☒					☒
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING							
	CO-OPERATIVE PARTNERSHIPS		☒					☒
	POLITICAL COMMITMENT							

LESSONS LEARNED: Need for continuum including Centre du jour pour femmes; Centre d'hébergement pour femmes; Unité de désintoxification; Centre de dégrisement pour clochards alcooliques; Foyer de protection social pour femmes itinérantes; Centre de dégrisement pour femmes alcooliques et itinérantes; projet de formation pre-emploi pour la population itinérante; Maison de transition pour itinérants; et al.

LE RESEAU D'AIDE - MONTREAL

Le Réseau d'Aide aux personnes seules et itinérantes de Montréal Inc., est un organisme sans but lucratif qui regroupe environ quatre-vingt membres individuels ou organismes préoccupés par la problématique de l'itinérance.*

Par ses objectifs, Le Réseau d'Aide veut favoriser le regroupement des ressources et des intervenants(es) qui oeuvrent auprès des itinérants (es); promouvoir l'échange d'information et l'entraide entre les membres pour faire face aux difficultés qu'ils rencontrent; voir à la mise sur pied de nouveaux projets afin de répondre aux besoins véritables des personnes sans abri; se faire la voix d'appel des personnes seules et itinérantes auprès de différentes instances publiques.

Par son effort de conscientisation et de sensibilisation aux problèmes reliés à l'itinérance, Le Réseau d'Aide a contribué depuis douze années à la mise sur pied de plusieurs ressources, mentionnons Chez Doris et La Maison Marguerite en 1977, Centre d'Accueil Préfontaine pour hommes et Les Maisons de l'Ancre en 1982, Centre d'Accueil Préfontaine pour femmes et Group Information Travail en 1986.

La Problématique de l'itinérance

Sans domicile fixe, seuls-es, pauvres en situation de crise: de plus en plus d'hommes et de femmes répondent à cette description; on les appelle les itinérants-es.

Quand vous parlez des jeunes sans-abri, quand vous pensez aux femmes de nulle part et aux hommes de la rue ou encore quand vous faites allusions aux clochards! Alors-là vous faites référence à des personnes dites itinérantes. Par personne itinérante, nous entendons toute personne en difficulté qui est sans adresse permanente et vit d'une instabilité sous diverses formes.

Les principales caractéristiques reliées à cette population sont: l'absence de logement stable, la solitude, l'utilisation des ressources de dépannage, la dévalorisation de soi, la pauvreté, puisque la très grande majorité de ces personnes sont assistées sociales, la dépendance à l'alcool et aux drogues et parfois l'usage abusif de médicaments. Aussi, la plupart des personnes itinérantes entretiennent peu ou pas de contact avec leur famille parce qu'elle est souvent désorganisée ou encore inexistante. En outre, la population itinérante croît constamment; en effet, on estime présentement à près de 10,000 le nombre de personnes itinérantes à Montréal. Bien sur, les centres reçoivent plus de demandes qu'ils ne peuvent en satisfaire. Fait à considérer, l'âge moyen des itinérants tend à baisser depuis quelques années.

Les "marginaux" de notre société le sont rarement par choix: la crise socio-économique et le chômage qui en résulte, la désinstitutionnalisation des malades mentaux, la pauvreté endémique, la violence faite aux femmes et la toxicomanie réduisent souvent des êtres humains à la solitude et à l'errance. Et leur nombre s'accroît de jour en jour, au même rythme que l'appauvrissement de la population urbaine québécoise.

Enfin, parmi ces individus nous identifions des personnes qui ne reçoivent pas l'assistance nécessaire (ex: suivi externe en psychiatrie) auxquelles ils devraient normalement avoir recours, ce qui peut provoquer des comportements dangereux pour eux-même et pour la société. Ils utilisent régulièrement les services offerts par le Réseau d'Aide et celui-ci ne possède pas nécessairement les ressources adéquates pour répondre à leurs besoins.

Particularités de l'itinérance

La problématique de l'itinérance comporte plusieurs particularités comme le démontrent les caractéristiques reliées à chacun des sousgroupe de l'ensemble de la population, énumérées ci-dessus.

Toutefois, trois principales particularités retiennent notre attention, il s'agit: de la pauvreté, du manque de logement social stable, et des problèmes de santé mentale. A notre avis, ces trois facteurs prédominants chez les itinérants favorisent grandement l'augmentation en nombre de cette population.

Les Femmes Itinérantes

Actuellement à Montréal, on dénombre environ 3,000 femmes itinérantes qui utilisent occasionnellement les services offerts à travers le Réseau d'Aide.

Nous définissons femme seule itinérante comme:

- une femme sans adresse permanente, c'est-à-dire qui change souvent d'adresse à cause d'une certaine instabilité à plusieurs niveaux et qui utilise, à l'occasion, des centres de dépannage;
- une femme qui vit généralement seule mais qui peut avoir des enfants et/ou un partenaire, mais qui ne vivent pas présentement ou d'une façon continue avec elle;
- une femme qui n'a aucun lien affectif stable;
- une femme dépourvue de groupe d'appartenance stable.

En devenant une femme itinérante, la femme devient la plus pauvre des démunies, elle perd tout et tous ses liens sont brisés.

Les femmes itinérantes deviennent de plus en plus nombreuses et de plus en plus visibles.

Les femmes itinérantes sont rejetées et culpabilisées, car elles ne répondent en aucune façon aux modèles de femmes privilégiés par notre société: bonne mère de famille, épouse aimante et fidèle, travailleuse compétente et souriante et toujours au service de tous et chacun.

Cinq problèmes majeurs conditionnent la vie des femmes itinérantes:

- (1) les problèmes financiers (dettes, revenu insuffisant, problème de budget, etc);
- (2) les problèmes de travail (manque d'emploi, exploitation, salaires inférieurs, harcèlement sexuel, insécurité, conditions de travail oppressives, emploi à la journée, travail non-reconnu, etc);
- (3) les problèmes de santé mentale et physique (surmédicalisation des problèmes sociaux, affectifs et économiques, manque de soutien communautaire, agression sexuelle, etc);
- (4) les problèmes familiaux (inceste, violence, familiale, séparations, etc);
- (5) les problèmes de logement (discrimination, manque de logement adéquats et à prix modique, instabilité, etc).

Selon les intervenants du milieu (centres de transition, maisons d'hébergement, centres de jour, centres de détention, etc.) les femmes itinérantes constituent une clientèle peu connue et fort difficile à cataloguer. Toutefois, ils s'accordent à dire que les principales caractéristiques de ces femmes sont:

- la dépendance vis-à-vis les services offerts;
- la présence de problèmes psychiatriques plus ou moins importants;
- la faible motivation ou l'absence totale de motivation à changer leur style de vie;
- l'agressivité et la violence;
- l'intoxication davantage aux drogues dures et aux médicaments qu'à l'alcool;

- la tendance à refuser l'aide offerte;
- la malnutrition".¹

Les Hommes Itinérants

Environ 7,000 hommes itinérants circulent en ce moment à Montréal; plus précisément, à l'intérieur du réseau des maisons de chambres, du réseau des organismes d'hébergement et de dépannage pour sans-abri et du réseau public (CLSC, CSS, familles d'accueil, hôpitaux, centres de détention, centres d'accueil, etc).

Les hommes du milieu de l'itinérance sont généralement des chambreurs instables, des travailleurs occasionnels, des assistés sociaux aux prises avec des problèmes d'alcoolisme et d'abus de médicaments. Même s'ils sont aptes au travail, ils vivront dans une même année des périodes assez actives entrecoupées d'épisode où l'éthylisme dominera. Plusieurs ont des problèmes de santé physique, d'autres sont des expatients psychiatriques que la désinstitutionnalisation a mis sur le pavé. Quelques uns sont de passage et voyagent de ville en ville à la recherche d'un emploi ou d'expériences nouvelles. Parfois, ils fuient la famille, la "gang", etc. Ce milieu de l'itinérance est marqué par le vieillissement prématuré de sa population et le besoin de prise en charge se manifeste souvent quand l'homme est rendu au bout de ses forces.

Il existe différents types de ressources à Montréal pour les sans-abri: Les Ressources D'Hebergement; Les Centres de jour et les OSBL; es Maisons de Chambres.²

Au total, on comptabilise 100 lits pour femmes itinérantes à Montréal c'est-à-dire:

- 64 lits d'hébergement d'urgence/dépannage
- 28 lits d'hébergement avec support
- 8 lits de réadaptation

Au total, on comptabilise 657 lits pour hommes itinérants c'est-à-dire:

- 344 lits d'hébergement d'urgence/dépannage
- 50 lits d'hébergement avec support
- 223 lits d'hébergement moyen-long terme
- 40 lits de réadaptation

Au total, on comptabilise 83 lits pour jeunes itinérants-es c'est-à-dire:

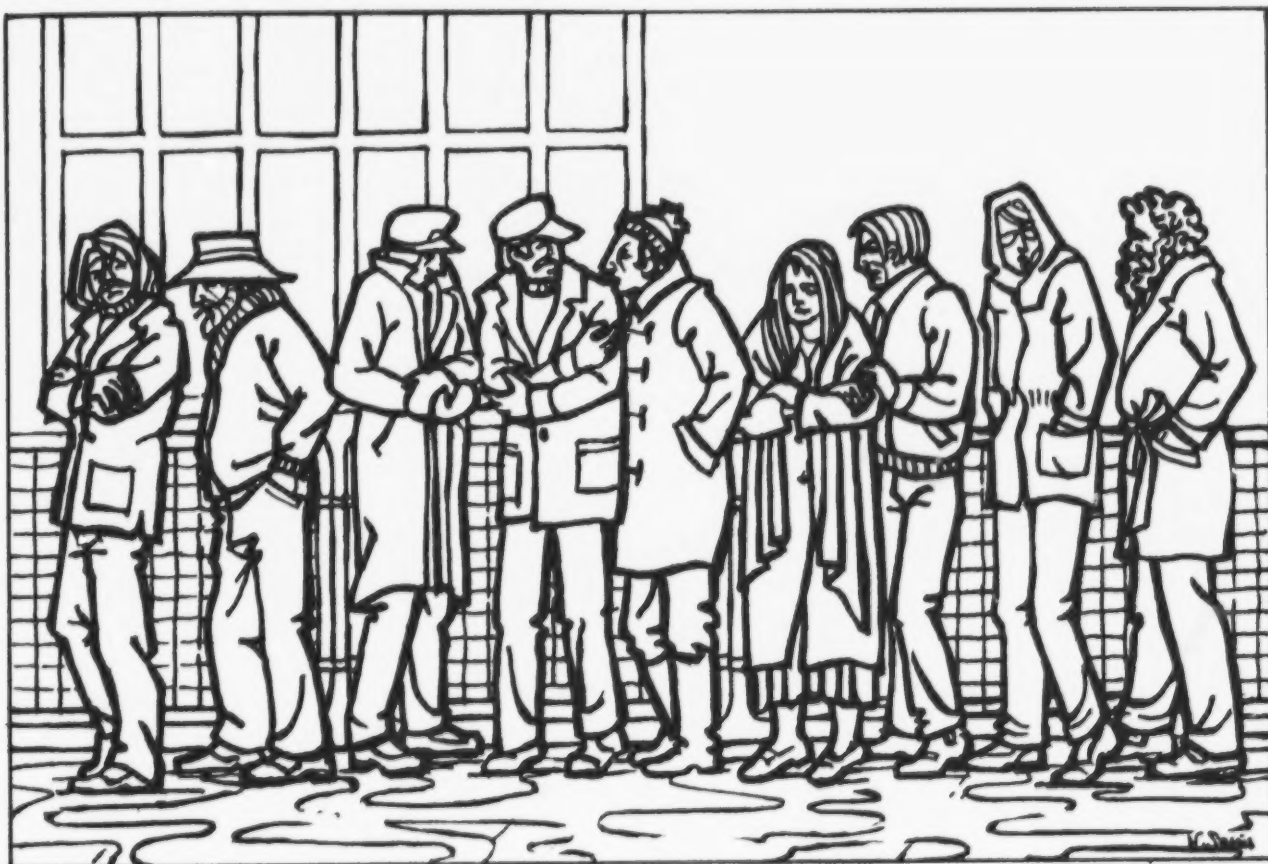
- 8 lits d'hébergement d'urgence/dépannage pour jeunes hommes itinérants
- 28 lits d'hébergement avec support pour jeunes hommes itinérants
- 17 lits d'hébergement d'urgence/dépannage pour une clientèle jeune et mixte
- 21 lits d'hébergement avec support pour une clientèle jeune et mixte
- 9 lits d'hébergement avec support pour jeunes femmes itinérantes

* Information supplied by Mme. Claudette Godley, Réseau D'Aide.

Notes

¹ Extrait du texte: "Les femmes itinérantes" préparé par le comité des "Sans-Abri" de la Ville de Montréal, 5 février 1987.

² Répertoire des Ressources pour les Sans-Abri, Société d'habitation du Québec, service d'aide aux organismes communautaires 1987.



COMMUNITY SUPPORTIVE LIVING

EDMONTON, ALBERTA

OPERATION FRIENDSHIP

108

NAME: OPERATION FRIENDSHIP

LOCATION: EDMONTON, ALBERTA

CAPACITY: 40 unit rooming house complex

GEOGRAPHIC SCALE: INNER CITY COMMUNITY

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS ☒

REDUCE HOMELESSNESS ☐

DURATION

SHORT TERM ☐

TRANSITIONAL ☐

PERMANENT ☒

PARTNERSHIPS

FEDERAL GOVERNMENT ☐

PROVINCIAL GOV'T ☒

MUNICIPAL GOV'T ☒

PRIVATE SECTOR ☒

NON-PROFIT AGENCY ☒

POOR THEMSELVES ☐

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT							
	POVERTY							
	AFFORDABLE HOUSING			●		●		
	FAMILY BREAKDOWN							
	INCOME SECURITY							★
	DEINSTITUTIONALIZATION							★
	DISPLACEMENT			●				
HOMELESS GROUP	UNEMPLOYED							
	WORKING POOR							
	UNEMPLOYABLE			●				●
	ELDERLY			●				●
	SINGLE PARENT FAMILIES							
	YOUTH							
	DEINSTITUTIONALIZED			●				●
	DISABLED			●				●
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT						●	
	STEWARDSHIP						●	★
	COMMUNITY-SUPPORTIVE LIVING			●				
	NON-CONVENTIONAL FINANCING							
	SECURE, AFFORDABLE HOUSING			●				
	CO-OPERATIVE PARTNERSHIPS						●	★
	POLITICAL COMMITMENT							

LESSONS LEARNED: Involving clients in design and operating decisions resulted in a strong sense of identification, belonging and protectionist attitude toward a place in a familiar environment which they have made their home. Co-ordination between concerned, sympathetically disposed private sector expertise and non-profit advocacy facilitated the co-operation of government to undertake an unprecedented role in developing an integrated housing and services complex for an often 'difficult' clientele. Success can be partially gauged from the commitment of residents to defend and protect their home.

OPERATION FRIENDSHIP - EDMONTON.

Edmonton's inner city is one of the oldest residential communities in the city. It has served an historic role as a reception area for new immigrants and as home to resource industry workers arriving from across Canada looking for work. Rooming house accommodation developed in neighbourhoods around train stations and became home base for workers who laboured in the work camps.* Over the decades this population aged, and by the late 1970s, the Boyle Street-McCauley area had twice the city average population of seniors, many of whom had become "wasted" from their lives of hard work, industrial accidents, or hard drink. Some became "hard-to-house" because of their behaviour and had increasing difficulty keeping or finding affordable, safe, and decent accommodation.

Operation Friendship's multi-purpose complex is the result of eight years of planning and lobbying, and represents an innovative approach to working with the poor and disadvantaged of Edmonton's urban core. Mandated to work with seniors (55 years and older), the agency's complex houses a variety of social service programs (outreach, transportation, housing placement, volunteering, etc.), a drop-in centre (open 7 days a week), and a 40-unit rooming house for urban core seniors. The rooming house offers a safe and supportive environment for men who typically are unsuccessful in more traditional accommodation. Operation Friendship's clients face multiple problems: alcoholism and mental illness are prevalent; health problems and handicaps are frequent; and social isolation, lack of education, poor hygiene, and victimization compound these ailments. Tenants are generally referred by hospitals, recovery centres, correctional centres and community clinics or may come into contact with agency workers in their community. Ninety-five percent are male, 55 or older, with chronic social, alcohol, mental health or physical problems.

The facility is comprised of a three storey 40 unit rooming house, a drop-in centre seating 110 persons, an administrative component for the rooming house and offices for Operation Friendship. The rooms are grouped in multiples of four with common kitchen and 1½ baths to establish the scale and concept of "home" (as opposed to multiple rooms along long stretches of corridor). Two groups of four rooms are clustered around a corner-situated common lounge for TV, card playing, etc. There are ten clusters of four bedrooms, each of which has a common kitchen, one and a half baths, and shares a common lounge with the neighbouring cluster. Rent is \$250 a month and includes utilities, free laundry, free cable hook-up, telephones, night security and other incidentals.

The project is blended contextually into the Boyle MacAuley area, a low-scaled and run down residential and commercial area. In order to de-institutionalize its appearance, the complex incorporates characteristic elements from within the community such as picket fences, dormers, bay windows, and verandahs. The administrative rooming house component and offices are contained within "house-like" structures at the street, repeating the existing language of the street, and helping with its porches and verandahs to define a large south facing exterior forecourt to the drop-in centre for use during the warmer months.*

Operation Friendship leases the facility from Alberta Housing for the nominal fee of \$1.00 per year). The City of Edmonton facilitated the implementation of this residence by creating a new zoning by-law for this unique land use.

Operating funds are provided by the United Way, Winspear Foundation, Southminster United Church, Edmonton Family Community Support Services, and other organizations.

The residence provides a stable environment in which residents can rehabilitate themselves although residents are not required to use the social services provided. The program accepts its residents on their own terms and allows them to stay as long as they want. The project is having a positive impact on the lives of the "hard-to-house" who live there.

The Province of Alberta regards the facility as a model of innovative housing for inner city residents, and wished to designate it as Alberta's project for the International Year for Shelter for the Homeless. However, following a decision by the provincial government this year to cut back shelter allowances from \$290 to as low as \$180 per month for single employables on welfare, the board of Operation Friendship withdrew the project from consideration as a Provincial IYSH designated project.

* Information supplied by: The Royal Architectural Institute of Canada *Canadian Contributions: Case Histories of Shelter-Related Initiatives Relevant to Developing Countries*. Ottawa: RAIC, 1987.

COMMUNITY SUPPORTIVE LIVING

VICTORIA, BRITISH COLUMBIA

ASSOCIATION FOR STREET KIDS

112

NAME: ASSOCIATION FOR STREET KIDS

LOCATION: VICTORIA, BRITISH COLUMBIA

CAPACITY:

GEOGRAPHIC SCALE: NEIGHBOURHOOD, INNER CITY

IYSH PROJECT ? ☐

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☒
TRANSITIONAL	☒
PERMANENT	☐

PARTNERSHIPS

FEDERAL GOVERNMENT	☐
PROVINCIAL GOV'T	☐
MUNICIPAL GOV'T	☐
PRIVATE SECTOR	☐
NON-PROFIT AGENCY	☒
POOR THEMSELVES	☒

	INITIATIVE			OBJECTIVE			
	POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS		☒					☒
		☒					☒
		☒					☒
HOMELESS GROUP							
		☒					☒
SOLUTION DEMONSTRATED		☒					☒
		☒					☒
		☒					☒
		☒					☒

LESSONS LEARNED: Proactive community-based support systems appear to be an essential component in efforts to assist street youth to work towards a co-ordinated program of education, training, and life-skills development to combat the high risk of unemployment, and to provide viable alternatives to the perceived attraction of street life. In this instance shelter is less problematic than adequate and accessible social services and income assistance.

ASSOCIATION FOR STREET KIDS - VICTORIA.

Thousands of young people across Canada are caught up in a vicious cycle of poverty, chronic unemployment, and societal alienation. The number of youth sleeping, living and "working" on the streets is increasing steadily, caused in part by economic and social problems which can be traced to local, national and international sources. Unemployment among younger people for example is estimated to be double the national average, reaching a high of 22% in the early 1980s. Currently, in response to federal, provincial and municipal government initiatives, the figures are between 12%-14% and forecasters predict that it will remain in this range for the next 10 to 15 years.*

The unemployment problem has been compounded by the lack of affordable housing. The high cost of producing new units and the dramatic slow down in the supply of rental accommodation has resulted in low-income singles being excluded from policies which are geared more toward families and special needs groups.

In British Columbia, the economy is shifting rapidly from resource-based industries of forestry, fishing, mining and agriculture, into high technology and service-related activities. With a school dropout rate of 40% in BC, and an unemployment rate of 20% among young people (which does not account for those who no longer register for employment), there is growing evidence that homelessness among youth is manifest in a trend toward drug and alcohol abuse, prostitution and even suicide. Life for these "runaways" and "throwaways" becomes less secure, with no home and no job, often resulting in a transient lifestyle or moving from one group home to the next. There is considerable distrust and dislike for the "system".*

Reports from a British Columbia Conference on Homelessness in May 1987 indicate that while many of the street youth have run away from home, there are many more who have been forced to leave. In Vancouver and Victoria, the average age of the street youth is approximately 15 years. As many as half of the 400-500 youth on the streets of Vancouver (200 or more in Victoria) were described as "weekenders" who return to their homes on Sunday night.*

In response to the growing recognition that there is a need for proactive, community-based support systems to assist young people in learning basic skills, upgrading their education, and developing viable alternatives to the perceived attraction of street life, an association of organizations, community workers and volunteers has been established in Victoria BC, providing training support, counselling and referral. One measure of the success of ASK is that it manages to gain and sustain the trust of the young people who participate in the various programs, and because of the emphasis on enabling youth to develop their potential and voice their views and perspectives, those who have benefitted from ASK are recruiting and working with their peers on the street. As with similar support groups across the country, ASK has become an enabling catalyst for youth empowerment - the cornerstone for taking charge of their own lives.

* A Place To Call Home: A Conference on Homelessness in British Columbia, May 1987, Arthur L. Fallick and J. David Hulchanski, General Editors.



CO-OPERATIVE PARTNERSHIPS

PROVINCE OF ONTARIO

PROJECT 3000

NAME: PROJECT 3000

LOCATION: ONTARIO

CAPACITY: 3000 rental units in 6 municipal regions

GEOGRAPHIC SCALE: PROVINCIAL, REGIONAL

IYSH PROJECT ? ☒

PURPOSE

ASSIST HOMELESS ☒

REDUCE HOMELESSNESS ☒

DURATION

SHORT TERM ☐

TRANSITIONAL ☐

PERMANENT ☒

PARTNERSHIPS

FEDERAL GOVERNMENT ☐

PROVINCIAL GOV'T ☒

MUNICIPAL GOV'T ☐

PRIVATE SECTOR ☒

NON-PROFIT AGENCY ☒

POOR THEMSELVES ☐

SOURCE OF HOMELESSNESS	UNEMPLOYMENT					
	POVERTY					
	AFFORDABLE HOUSING	☒		☒		
	FAMILY BREAKDOWN					
	INCOME SECURITY					
	DEINSTITUTIONALIZATION					
	DISPLACEMENT					
HOMELESS GROUP	UNEMPLOYED	☒				
	WORKING POOR	☒				
	UNEMPLOYABLE	☒				
	ELDERLY	☒				
	SINGLE PARENT FAMILIES	☒				
	YOUTH	☒				
	DEINSTITUTIONALIZED	☒				
	DISABLED	☒				
	NATIVE INDIANS					
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION					
	FACILITATIVE MANAGEMENT					
	STEWARDSHIP					
	COMMUNITY-SUPPORTIVE LIVING					
	NON-CONVENTIONAL FINANCING					
	SECURE, AFFORDABLE HOUSING	☒				
	CO-OPERATIVE PARTNERSHIPS	☒				
	POLITICAL COMMITMENT	☒				

LESSONS LEARNED: Small-sized projects are expected to gain acceptance at the community level. Potential need for support care services lends itself to smaller scale developments. Rents based on household income rather than on size or type of housing occupied. Unit allocations are made to the most disadvantaged, a key difference from the Federal/Provincial Non-Profit Housing Program.

PROJECT 3000 - ONTARIO MINISTRY OF HOUSING

*Homelessness in Ontario. **

As growing numbers of individuals and families find themselves in need of supportive community services and as affordable accommodation continues to disappear through market forces, homeless people in Ontario are being forced into a cycle of having and losing housing. They have to stay indefinitely in hostels and emergency shelters, or move out of the shelter system altogether, resorting to park benches, vacant buildings, daytime drop-ins, and increasingly, hospitals and jails. Without adequate housing and necessary support services, people can be deprived of personal identity and supportive relationships and are less able to deal with the various problems facing them, which may include loss of a job, eviction, divorce, domestic violence, release from jails or hospitals, as well as physical or mental illness, and/or alcohol and drug abuse. These problems can be significantly compounded by the lack of adequate and permanent housing as a base for living. The net result can produce a state of homelessness.

The homeless, therefore, suffer from a host of problems, the commonality being that homeless people have no security of shelter and lack the necessary support services. As a result, they live in conditions that are temporary, unsafe, and ultimately detrimental to their health and well-being.

The homeless population in Ontario is relatively small in proportion, but significant in number, visible and growing rapidly. Getting a firm picture of the number of homeless is difficult. In Metropolitan Toronto, an estimated 3,400 persons did not have a fixed address, a figure based on a study, *No Place to Go*, which presented the results of a survey of hostels, social agencies, and housing registries serving the Metro area.

Metropolitan Toronto has more services for the homeless than many other centres across Ontario. While all communities are different, and special conditions prevail in each, if Toronto's situation is roughly representative of the population as a whole, there are probably over 10,000 persons throughout Ontario without a fixed address. Many more live in temporary, non-permanent or sub-standard accommodation, although the number contained in this broader definition has not been measured. The providers of community support services and emergency and temporary shelter have noted a distinct increase in demand for their services, particularly in the larger urban communities.

* Information supplied by Ontario IYSH Secretariat

SPECIAL PROVINCIAL INITIATIVE 3000 NON-PROFIT HOUSING UNITS.

This special provincial initiative is helping non-profit housing sponsors produce 3000 rental housing units for a broad range of groups, with particular emphasis being placed on serving the neediest.

Many of those who will benefit from the special allocation of 3000 units will be in need of on-going support services. The Ministry of Housing will work closely with agencies that provide social services, such as the Ministries of Community and Social Services and Health, to ensure that the tenants will get the required social services support.

Steps are being taken to ensure the greatest possible proportion of the units will be used for:

- Homeless individuals
- Battered spouses
- Physically, developmentally and psychiatrically-handicapped adults
- Low income single persons, on a demonstration basis

Proposals for "mixed use" projects will be considered when a significant proportion of the units are targetted for one or more of the above groups, as well as families and/or senior citizens.

DELIVERY AGENTS:

- Municipal non-profit corporations
- Private non-profit corporations
- Non-profit co-operative corporations

TARGETTING:

It is the objective that a high percentage of those served should be of low income, with a minimum requirement of 40% of the units in a given project allocated to the very needy. Rents will be based on household incomes, rather than on the size or type of housing occupied.

Rents in the remaining units will vary and may even reach market levels, depending on the needs of the sponsoring agency and the local community. This flexibility will allow for projects to contain a variety of household incomes, where appropriate. Special consideration has been given to project proposals which increase the allocation of units to the most disadvantaged.

FINANCIAL ASSISTANCE:

Capital financing is arranged by the local non-profit corporation with private sector lending institutions. The initiative provides for National Housing Act (NHA) insurance for mortgage loans from NHA-approved lending institutions such as banks, trust and insurance companies.

Development Grants: Organizations wishing to incorporate to produce non-profit housing may apply for grants of \$1,000 to assist them in defraying the costs of incorporation. The grants also help them complete the initial applications.

Development Loans: Non-profit organizations involved in the development of non-profit housing are eligible to apply for interest-free loans to help them bring their proposals to a point at which they can be given a provincial commitment. Development loans are available to cover technical and organizational costs. These loans will be repaid at the time of the first mortgage advance.

Operating Subsidies: All non-profit units are subsidized. Assistance is available to bridge the gap between the actual cost of providing the housing and the rents paid by the tenants.

The provincial government also subsidizes the cost of rent-geared-to-income housing for households that cannot find adequate, suitable rental accommodation in the community without paying more than 25% of their incomes on rent.

CAPITAL COST GUIDELINES:

The capital cost per unit in a non-profit housing project must be consistent with the maximum unit price guidelines established by Canada Mortgage and Housing Corporation. These guidelines help to ensure the production of modest housing at reasonable cost.

114 Maximum unit prices are determined according to the location of the project and unit sizes.

ONTARIO GOVERNMENT INITIATIVES IN SUPPORT OF IYSH

In the collaborative spirit of IYSH, a number of Ontario ministries have taken measures designed to help the homeless in the province.

The Rental Housing Protection Act which took effect in July 1986, is designed to preserve the existing supply of rental housing in the province. For a two-year period any proposal to convert, demolish or otherwise alter the use of rental housing in the province must be approved by local municipalities. The act is designed to maintain existing rental housing and prevent low-rent units from disappearing or being converted into new accommodation priced out of the range of low income earners.

Following a task force recommendation, legislation to provide roomers and boarders with the protections currently enjoyed by tenants under the Landlord and Tenant Act was approved by the Ontario legislature in June 1987.

The Ministries of Community and Social Services and Health maintain several programs targeted to the homeless. They currently assist 72 churches and non-profit organizations across the province in providing interim assistance. The programs provide emergency beds, food assistance and day- time drop-in services.

The Social Assistance Review Committee was established by the Ministry of Community and Social Services in July 1986 to review social assistance and related programs. The committee has become convinced of the existence of a close link between social assistance and housing problems.

A large portion of Ontario's homeless population is made up of former psychiatric patients. In recognition of this the Ministries of Health and Community and Social Services joined forces to set up Habitat Services in Metro Toronto. The program aims to improve the living conditions of psychiatrically disabled persons by ensuring that they are placed in boarding homes with adequate support services and programs.

Another key initiative is the Supportive Community Living demonstration project, a combination of housing and support services which will allow people with special needs to live as independently as possible in the community. Funding will be provided for 1000 new units of supportive housing over the next three years. In addition, 2500 existing social housing units and special needs units will be modified. This initiative will link housing and support services for special needs groups. It will be undertaken jointly by the Ministries of Housing, Community and Social Services, Health and other provincial ministries. Supportive Community Living will provide a wide range of options for groups requiring a variety of services and housing, such as battered women, offenders and ex-offenders, those with alcohol or drug-abuse problems, homeless young people and the frail elderly.

Public recognition of the special needs of homeless people and a willingness to commit resources to them is the thrust behind Ontario's funding for special IYSH projects. The projects reflect three goals: housing, services, and public awareness. Community groups, individuals and service agencies from all parts of the province are involved in this process of designing and implementing creative approaches for dealing with homelessness.

In Toronto, for example, a self-help revolving housing fund is one of these innovative demonstration projects. Developed and administered by My Brother's Place, the loan fund will help establish three groups of street- people in their own houses. Each group is lent the first and last month's rent, with a negotiated repayment schedule, in order to secure rental accommoda-

tion. As the first residents move on to other housing, spaces will become available for more street-people. Loan repayments will then serve as a base to provide assistance for additional people in search of secure housing.

CO-OPERATIVE PARTNERSHIPS

PROVINCE OF ALBERTA

122

RURAL ASSISTANCE HOUSING PROGRAM

NAME: ALBERTA RURAL ASSISTANCE HOUSING PROGRAM

LOCATION: NORTHERN ALBERTA

CAPACITY: 97 new homes; 373 repaired; upgraded water and sewage systems for 1,150 homes

GEOGRAPHIC SCALE: REMOTE NORTHERN COMMUNITIES

IYSH PROJECT ? ☒

PURPOSE

ASSIST HOMELESS ☒

REDUCE HOMELESSNESS ☒

DURATION

SHORT TERM ☐

TRANSITIONAL ☐

PERMANENT ☒

PARTNERSHIPS

FEDERAL GOVERNMENT ☒

PROVINCIAL GOV'T ☒

MUNICIPAL GOV'T ☒

PRIVATE SECTOR ☒

NON-PROFIT AGENCY ☒

POOR THEMSELVES ☐

SOURCE OF HOMELESSNESS	UNEMPLOYMENT	POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
	POVERTY							
	AFFORDABLE HOUSING		☒	☒	☒	☒		
	FAMILY BREAKDOWN							
	INCOME SECURITY							
	DEINSTITUTIONALIZATION							
	DISPLACEMENT							
HOMELESS GROUP	UNEMPLOYED							
	WORKING POOR							
	UNEMPLOYABLE							
	ELDERLY							
	SINGLE PARENT FAMILIES							
	YOUTH							
	DEINSTITUTIONALIZED							
	DISABLED							
	NATIVE INDIANS		☒					
	NON-URBAN HOMELESS		☒					
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT							
	STEWARDSHIP							
	COMMUNITY-SUPPORTIVE LIVING							
	NON-CONVENTIONAL FINANCING		☒					
	SECURE, AFFORDABLE HOUSING		☒					
	CO-OPERATIVE PARTNERSHIPS		☒					
	POLITICAL COMMITMENT		☒					

LESSONS LEARNED:

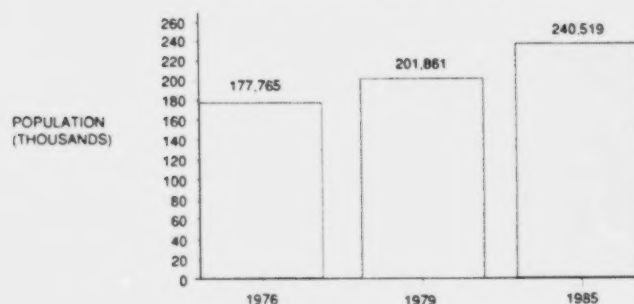
Sparse population and harsh environmental conditions require a provincially co-ordinated program which can function as an umbrella and focal point to link housing and infrastructure needs with locally available resources and appropriate technology.

TABLE 1: POPULATION DENSITY OF NORTHERN ALBERTA
COMPARED TO OTHER COUNTRIES

COUNTRY	POPULATION (1985)	AREA (sq km)	DENSITY (per sq km)
BANGLADESH	87,052,024	142,776	610
CZECHOSLOVAKIA	15,365,000	128,876	119
FINLAND	4,811,000	337,032	14
ITALY	56,243,935	301,225	187
JAPAN	117,057,485	377,441	310
PHILLIPINES	48,098,460	299,681	160
POLAND	36,062,000	312,678	115
UNITED KINGDOM	55,638,495	244,493	228
WEST GERMANY (FDR)	61,661,000	248,601	248
CANADA	24,343,181	9,976,139	2.4
Alberta	2,237,724	661,185	3.4
Northern Alberta	240,519	394,163	0.6

Source: Hammond Headline World Atlas

FIGURE 1: NORTHERN ALBERTA POPULATION



ALBERTA RURAL HOME ASSISTANCE PROGRAM

Northern Alberta is a region of significant contrast. It is dominated by coniferous forests of spruce and pine interspersed with tracts of open prairie land.* Temperatures in this region range from a high of 38° Celsius (100° F) in summer to a low of minus 60° C (minus 76° F in the winter).

The residents of Northern Alberta derive their living from various economic activities, ranging from traditional pursuits such as hunting, trapping and fishing to the highly skilled jobs involved in operating oil sands extraction facilities. Within the region, farming operations produce wheat, oats, barley and canola. Tourism, forestry, transportation and petroleum exploration also provide seasonal employment for northern residents.

The growth in population and the shelter needs of many of the people living in the harsh northern environment are reasons for the development of Alberta Government housing assistance programs for Northern Alberta. The particular needs of people in the Metis Settlements and remote communities led to the development of the Rural Home Assistance Program.

The primary objectives of the Rural Home Assistance Program are to:

- help people living in Metis Settlements and remote northern communities build or repair their own homes;
- develop local managerial and technical skills in building, repairing and improving the housing stock in the community; and
- encourage the participation of the local community and the family in the management and construction of the home.

The families served by the Rural Home Assistance Program are Metis and other rural families and senior citizens who live in sub-standard housing in remote northern communities. Only permanent residents of the communities are eligible under the program guidelines. A recent survey shows that the average family size is about five persons and that most families have at least one dependent. About 14 percent are single parent families. The annual income of over 80% of the families surveyed was less than \$15,000 and the major source of income is either seasonal employment or farm income. This income in many cases is supplemented by unemployment insurance benefits, social assistance or pension benefits.

The Rural Homes Assistance Program is limited to designated Metis Settlements and remote communities.

Metis Settlements are reserves of land established by the Government of Alberta for settlement by persons of Metis origin. Presently there are eight Metis Settlements in Alberta with populations ranging from about 350 to 900 persons. Since land ownership on these Settlements is not granted to individuals, permission to occupy and build on a site must be obtained from the appropriate Settlement Council.

Remote communities are generally unincorporated centres of 50 to 500 people usually located adjacent to a waterway. Land tenure in remote communities is a mix of private and Crown (Alberta Government) ownership and a lease must be obtained for building a home. Remote communities are designated for housing assistance on the basis of their overall housing need and the community's willingness and ability to administer a local housing construction program.

Shelter Assistance:

Alberta Municipal Affairs provides financial grants through the Rural Home Assistance Program for

new home construction or repair. Local housing associations handle all project expenditures on behalf of the families. The housing associations and the program staff ensure that houses are built or repaired according to program guidelines.

New Home Construction:

The housing association receives the funds for the purchase of building materials for new home construction. The size of the house may vary with the needs of the family. The amount of the grant provided to the housing association depends on a number of factors, including family income and household size.

Rural Home Repair:

The Rural Home Assistance Program also provides funds for the repair and improvement of existing housing which is structurally sound and worthy of repair. Where considered appropriate by the local housing association, program staff inspect an eligible applicant's home and prepare a detailed report which identifies repairs to be carried out and estimates labour and material costs.

Servicing Assistance:

Northern Water and Sewer Program:

The Rural Home Assistance Program also provides funds for the installation of roughed-in plumbing in the home and/or the connection of a home to existing water and sewer services. Senior citizens and disabled persons are priority applicants for funding under this program. The installation of complete indoor facilities also may be provided if the applicant is deemed to have medical needs.

Support Services:

Providing housing in Northern Alberta sometimes requires funding for services such as:

- the extension of power lines to the house;
- the rental of equipment for building the unit; and
- the cost of delivery of building materials to remote communities.

Role of the Local Housing Association in Housing Delivery

The establishment of local housing associations in each community is essential to implementing the Rural Home Assistance Program. It is through local housing associations that the program is delivered to the residents of Metis Settlements and remote communities. Housing Associations are formed by members of the community and assume all tasks and responsibilities related to the provision of housing including:

- taking application from families;
- verifying the family's qualifications and need for housing;
- placing families on a priority-rated list;
- applying for a grant to the Rural Home Assistance Program;
- receiving the grant and accounting for all project expenditures;
- estimating costs and bulk-buying materials for projects; and
- securing a skilled labour force.

If the skills are not available within the community, the association may apply to the Rural Home Assistance Program for training or funding of training programs.

The staff of the Rural Home Assistance Program of Alberta Municipal Affairs assist eligible families and local housing associations. Their role in delivering housing is to:

- provide program information to community residents and assess the ability of the community to deliver the program;
- assist the community with the establishment of a non-profit housing association;
- review documentation used by the housing association for assessing the need for housing;
- prepare and obtain approval for the project budget;
- train housing association members in various areas necessary for new home construction and repair; and
- provide consultation on various matters that may arise during construction or repair of the home.

Over the past 10 years, the Alberta Government has provided approximately \$21 million to eight Metis Settlements and 30 remote communities for housing assistance through the Rural Home Assistance Program. The program has delivered 977 new homes, repaired 373 homes and upgraded the water and sewer facilities of 1,150 homes.

* Information supplied by Alberta Municipal Affairs.

NON-CONVENTIONAL FINANCING

HALIFAX/DARTMOUTH, NOVA SCOTIA

METROPOLITAN HALIFAX DEMONSTRATION PROJECT

NAME: METROPOLITAN HOUSING DEMONSTRATION PROGRAM

LOCATION: HALIFAX, NOVA SCOTIA

CAPACITY: 250 units for people with special needs

GEOGRAPHIC SCALE: REGIONAL

IYSH PROJECT ? ☒

PURPOSE

ASSIST HOMELESS	☒
REDUCE HOMELESSNESS	☐

DURATION

SHORT TERM	☐
TRANSITIONAL	☐
PERMANENT	☒

PARTNERSHIPS

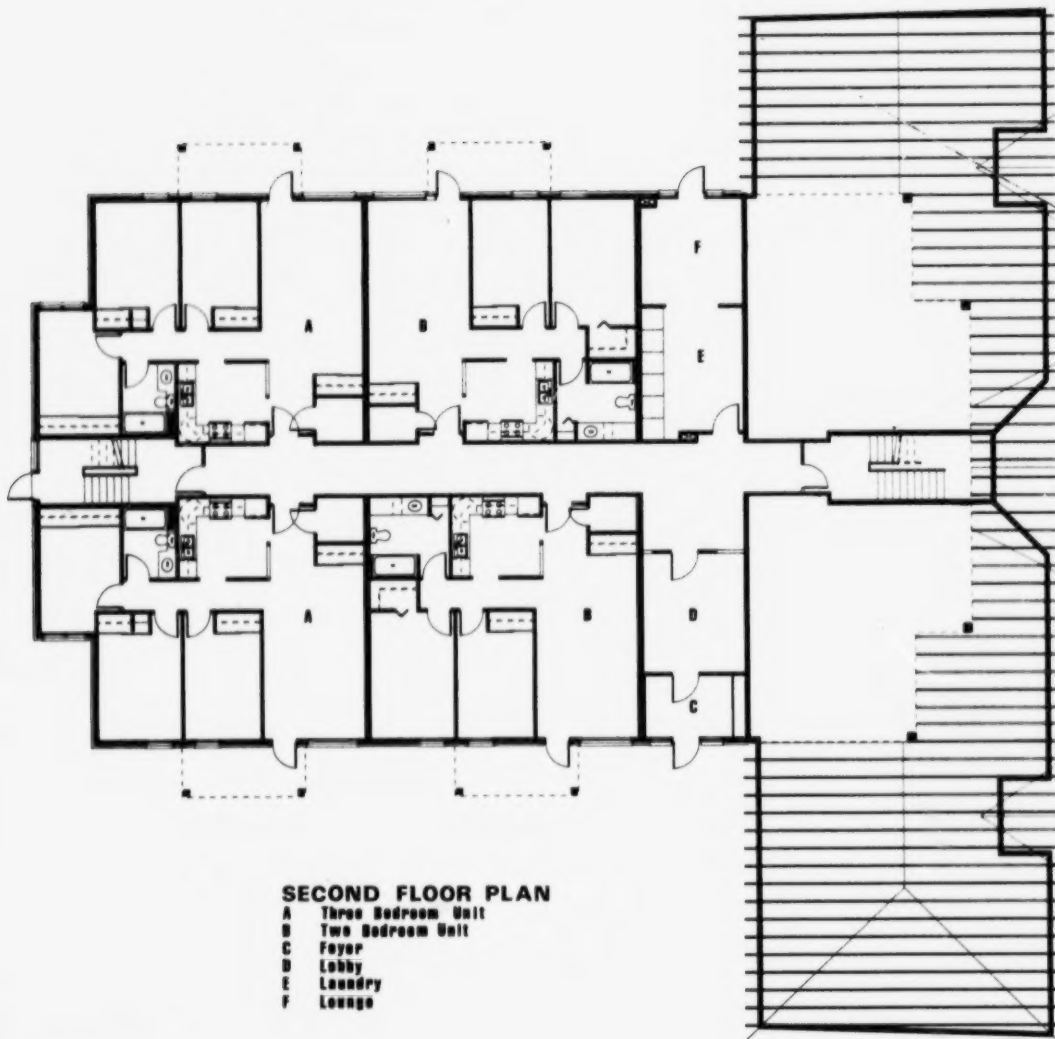
FEDERAL GOVERNMENT	☒
PROVINCIAL GOV'T	☒
MUNICIPAL GOV'T	☒
PRIVATE SECTOR	☐
NON-PROFIT AGENCY	☒
POOR THEMSELVES	☐

		INITIATIVE			OBJECTIVE			
		POLICY	PROGRAM	PROJECT	NEW BUILDING	RENOVATION	MANAGEMENT	SERVICES
SOURCE OF HOMELESSNESS	UNEMPLOYMENT							
	POVERTY							
	AFFORDABLE HOUSING		☒	☒	☒			
	FAMILY BREAKDOWN							
	INCOME SECURITY							
	DEINSTITUTIONALIZATION							
	DISPLACEMENT							
HOMELESS GROUP	UNEMPLOYED			☒				
	WORKING POOR			☒				
	UNEMPLOYABLE			☒				
	ELDERLY			☒				
	SINGLE PARENT FAMILIES			☒				
	YOUTH			☒				
	DEINSTITUTIONALIZED			☒				
	DISABLED			☒				
	NATIVE INDIANS							
	NON-URBAN HOMELESS							
SOLUTION DEMONSTRATED	PROGRESSIVE ADAPTATION							
	FACILITATIVE MANAGEMENT							
	STEWARDSHIP							
	COMMUNITY-SUPPORTIVE LIVING							
	NON-CONVENTIONAL FINANCING		☒					
	SECURE, AFFORDABLE HOUSING			☒				
	CO-OPERATIVE PARTNERSHIPS		☒	☒				
	POLITICAL COMMITMENT		☒					

LESSONS LEARNED: Front-end grants are intended to have the effect of lowering rents to proportions that can be managed entirely by the low-income groups being served. Requires co-ordinated co-operation between all three levels of government with delivery responsibility by non-profit groups.

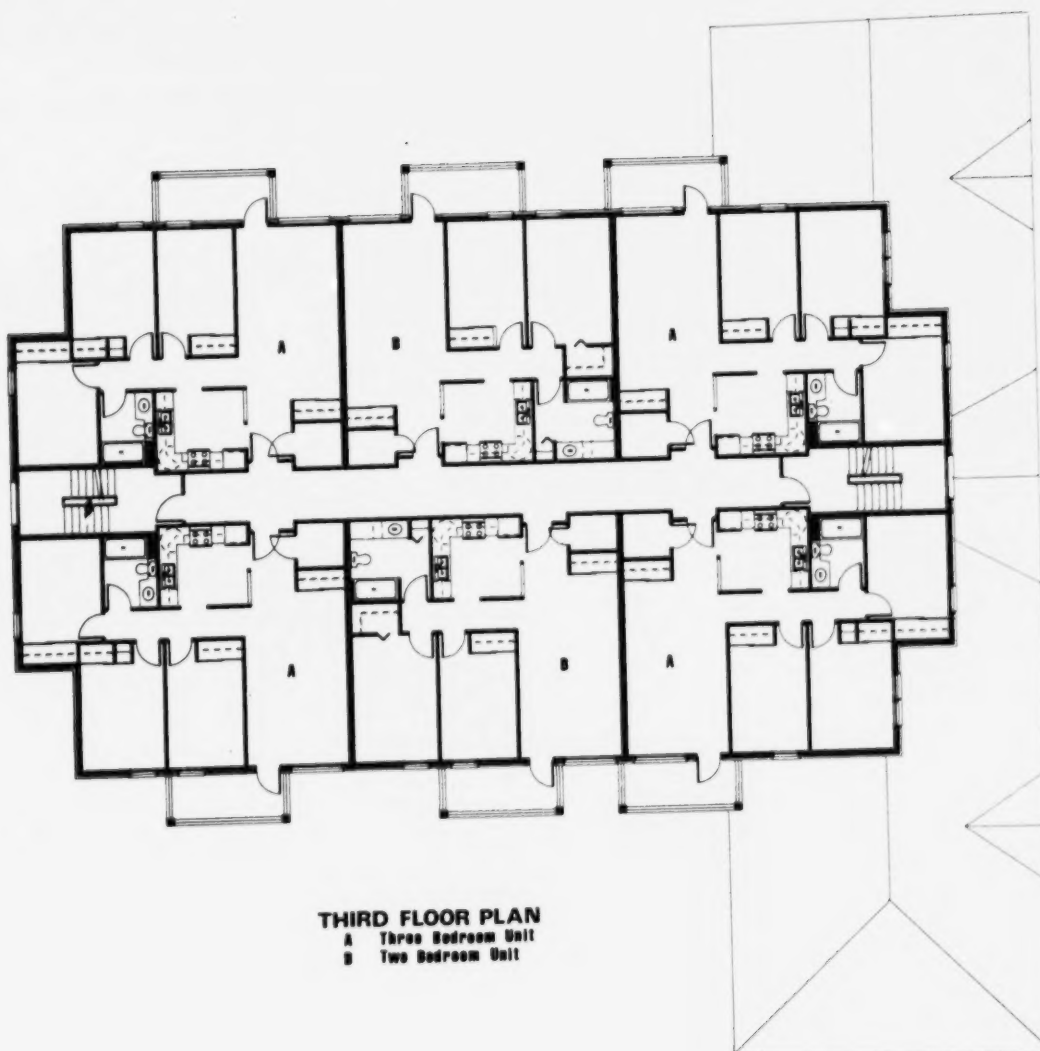


Gerrish Street South Elevation





Gottingen Street East Elevation



METROPOLITAN HALIFAX/DARTMOUTH - DEMONSTRATION HOUSING PROGRAM.

In April of 1986, the Metropolitan Demonstration Housing Program was announced as a special new housing initiative for Nova Scotia. This unique proposal provided an opportunity for the three levels of government to respond to the housing needs of homeless and other disadvantaged people in the Halifax/Dartmouth Metropolitan area.*

A feature of this initiative was the ability of each municipality to use its own approach in deciding the type of housing to be acquired and the management form which would be used. The result has been a variety of small, community-based projects serving a multitude of housing needs.

The following organizations contributed to the project:

- Harbour City Homes
- Dartmouth Non-Profit Housing Society
- City of Dartmouth Housing Authority
- County of Halifax Housing Authority
- Association of Women's Residential Facilities
- Heritage Non-Profit Cooperative
- Wilhemina Williams Non-Profit Cooperative

In recognition of the International Year of Shelter for the Homeless, and in response to unique housing demands present within the province, several special initiatives have been undertaken for 1986-87.

Under the Metropolitan Demonstration Housing Program, 250 units are being delivered at a cost of \$11.6 million. A variety of housing types for low-income persons and special need groups in the Metropolitan Halifax/Dartmouth area is under construction.

This program uses a new financing approach that provides up-front capital grants instead of traditional long term subsidies. The project is funded by all three levels of government and includes delivery responsibility by non-profit groups.

Approximately 87 units will house homeless individuals, 40 units will be targeted to seniors with special needs and the balance (approximately 123 units) directed at families in need of secure shelter.

The 87 units for homeless individuals will include a 50-bed emergency night shelter for men, 14 rooming house units for men, and 23 units of second stage housing for women. These projects will be located in Halifax and Dartmouth and will serve the entire Metropolitan area. Most will include support services designed to assist the clients adjusting to their new housing situation and to the social pressures they face.

The 123 family units will house single parents and those on very low incomes, and will also provide units for physically handicapped persons.

The non-profit organizations involved are experienced in working with special needs groups in need of shelter, and most offer counselling and other services in addition to housing management. Clients for this project are selected on the basis of "core need" (as defined by CMHC) and other criteria established by the participants.

PROJECT DESCRIPTIONS

EMERGENCY SHELTER - Urban, residential-scale projects (new or renovated vacant buildings) of up to 10 units, intended as short-term (overnight) accommodation. Homeless men, women or youths, battered spouses and other target groups would be provided dormitory-style sleeping areas with shared washing facilities. Intended to be operated by municipal agency or non-profit group.

ROOMING HOUSES - Residential-scale projects of up to ten units intended to provide medium-term accommodation and allow residents to live independently. Residents have private bed sitting rooms and have the option of private kitchenette or shared kitchen facilities. The target groups include low-income single adults, those released from institutions, the physically handicapped, battered spouses, and so on. Intended to be operated by municipal non-profit group or similar agency.

SINGLE PARENT HOUSING - Small-scale fully self-contained unit (generally two-bedroom) for single parent families (apartment, townhouse, or semi-detached). Projects include amenity space (day care, recreation) dependent on client mix, cost, location, and delivery group. Accommodation considered medium to long-term and would be operated by municipal non-profit groups or by Province (through Housing Authorities).

ENRICHED SENIORS' HOUSING - Projects consist of 10 to 30 units of senior citizens housing (generally one-bedroom apartments). Projects located adjacent to existing Homes for Special Care (nursing homes) and may have direct connection (linked). Residents would maintain a significant degree of independence while taking advantage of a variety of personal care and medical services (on a fee-for-service basis) offered by the nursing home. Project design reflects special needs of the elderly including units designed for physically handicapped persons. Projects could be operated by Province (through Housing Authorities).

FAMILY RENTAL HOUSING - Small-scale multiple-unit projects for low income families (generally three-bedroom apartments, townhouses or semi-detached). Units may be mixed with other housing types in combination with non-profit, cooperatives, market units, and so on. Projects would be operated by municipal non-profit agency or Province (through Housing Authorities).

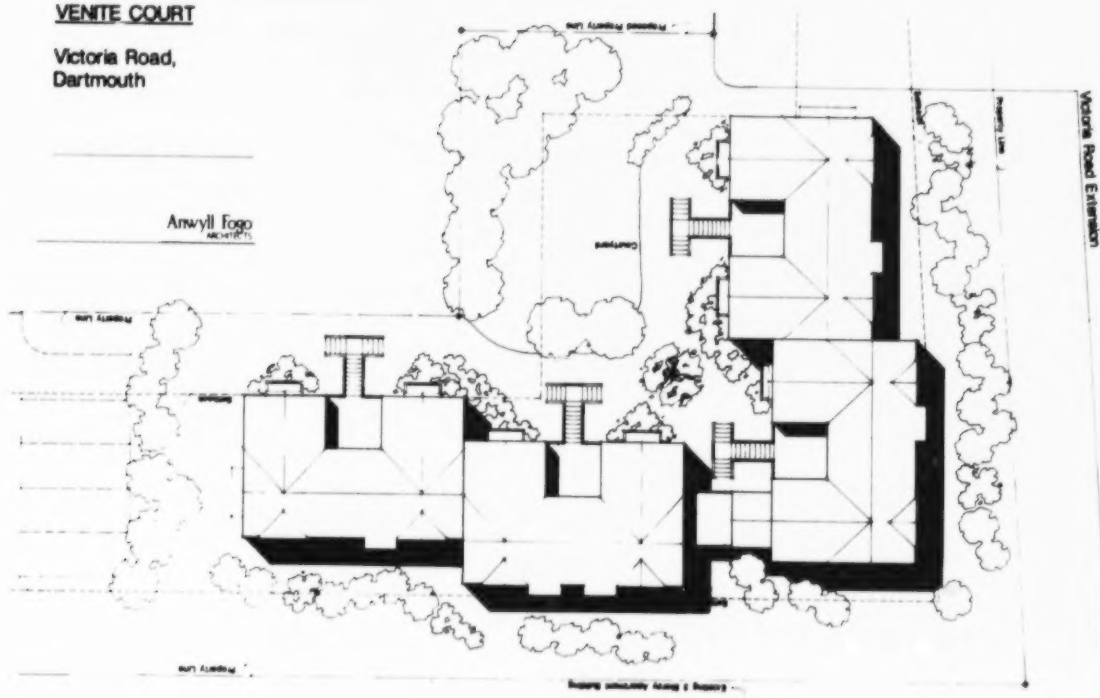
Information supplied by Canada Mortgage and Housing Corporation

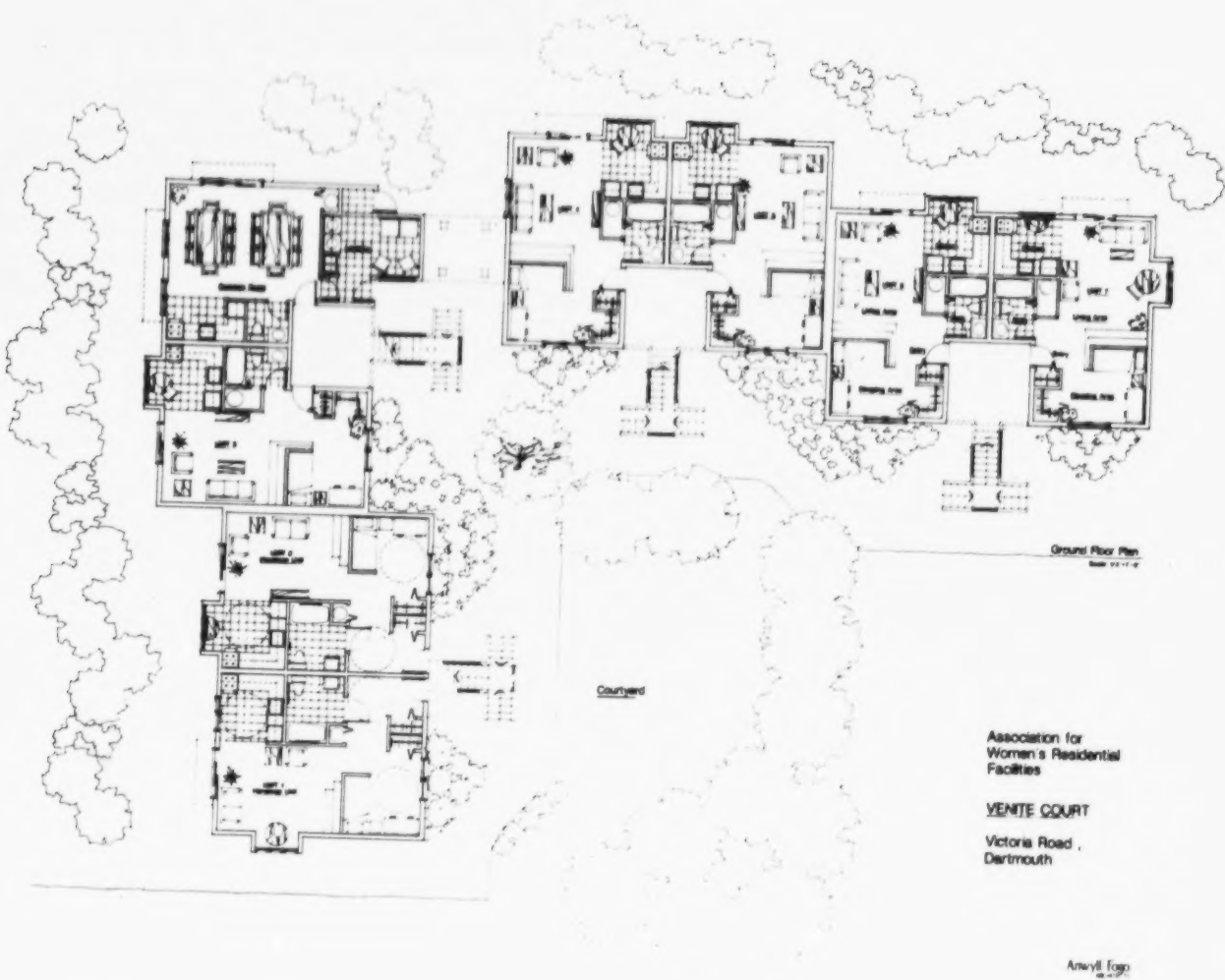


Association for
Women's Residential
Facilities

VENITE COURT

Victoria Road,
Dartmouth





A FRAMEWORK FOR ACTION BEYOND THE INTERNATIONAL YEAR

In proclaiming 1987 as the International Year of Shelter for the Homeless, the UN General Assembly decided that special attention ought to be given to consolidating and sharing existing knowledge and relevant experience gained since Habitat '76, and to developing and demonstrating new approaches and methods to directly assist the homeless, poor and disadvantaged to secure and improve their own shelter. Accordingly, one of the four major goals for IYSH was to implement and report on the results of a significant number of IYSH projects around the world. At its Eighth session (1985) and Ninth session (1986) the UN Commission on Human Settlements was given an overview of demonstration projects designated by governments and international agencies for the International Year. (See for example HS/C/8/4/Add.2; HS/C/8/Inf/11; HS/C/9/Inf.5; HS/C/10/3/Add.2)

The projects identified deal with many of the issues faced in programs of shelter for the poor and disadvantaged throughout the world. Some of these issues include land for housing, security of tenure, basic services to low income families at affordable costs, the role of public agencies, the potential of the private sector, the contribution of NGO's, competent urban management, the importance of community participation, the role of self-help, income generation, innovative ways of reducing housing costs and financing low income families, and the integration of the poor in the formal economy. While the country and regional contexts differ widely, there are some common lessons to be learned:

(1) Homelessness is a global phenomenon. While its most dramatic manifestation is in the cities of the developing world, developed countries have their own share of the homeless. Evidence submitted to UNCHS (Habitat) indicates that homelessness represents a series of linked persistent problems affecting a broad social and economic spectrum in all

societies developed or developing.

- (2) Useful definitions of homelessness and homeless people vary considerably, reflecting in part a lack of consensus over the causes of homelessness (that is, their structural dimensions), and the effects of homelessness (on people, as well as their shelter, housing and living conditions). This diversity has critical implications to the central thrust of IYSH in its search for systematic, effective, and lasting solutions. Solutions are unlikely to emerge if causes are not clearly understood and effectively analysed.
- (3) There is a growing awareness of the complex inter-relationships among many factors which contribute to homelessness, suggesting that single-factor explanations are simplistic and cannot be translated into long term solutions. This awareness must be qualified however, since much of the emphasis within developed countries remains on housing problems (affordability, adequacy, availability, and appropriateness), and proposed solutions tend to emphasize a continuum of shelter and housing responses. While these initiatives are undeniably important, they cannot solve homelessness by themselves. In this context, the designation of the International Year of *SHELTER* for the Homeless has contributed to limiting the focus of analysis and possible policy responses.
- (4) Developed and developing countries can learn from the experience of each other. For example, developing countries recognize that shelter issues cannot be separated from the broader human settlement development issues, and that neither set of issues can be separated from those of poverty and economic progress. Consequently, any comprehensive shelter strategy must encompass related economic, political, socio-cultural and design goals. To date this conclusion has not been integrated with strategies to resolve home-

lessness in most industrialized countries.

- (5) Housing people adequately, providing settlements with water, roads, sanitary facilities, and other basic human and family services, is best accomplished by enlisting the consumer in the production of these facilities. There is considerable experience in involving the people who need housing in a process of self-help production, and incorporating their experience, skills and special concerns in planning for the needs of their community. Field experience shows that once the consumer is part of the production process, such facilities are better designed, better used, and better maintained. The role of government is to encourage this shift of responsibility, support it financially, provide training and skill transfers, and frame legislation and building codes commensurate with this community based development process. The principles of consumer involvement and mutual self-help imply a community effort in which people pool their resources and talents to build together better than they can build alone.
- (6) Local solutions have proven most effective, particularly when they are based on explicit regional and national support. When local initiatives are complemented by enabling government policy and programs, they ensure effective mobilization of resources, and the homeless are able to help themselves. The result is effective partnerships which combine political will and public commitment to reduce the incidence and persistence of homelessness.
- (7) International research evidence reinforces certain Canadian conclusions:
 - (a) The requirements of food, clothing and shelter, while a necessary precondition for the elimination of homelessness are not sufficient to realise the objectives of the IYSH. Lasting solutions require a con-

tinuum of intervention strategies which take into consideration the relative nature of what constitutes a *home*.

- (b) Emergency shelters, while necessary, are not enough. The homeless require long term options and a range of alternatives if they are to achieve choice and control over their housing and living arrangements. Consequently, emergency shelter must be linked to the availability of transitional (medium-term) and long-term housing, to appropriate employment and to accessible community-based support systems.
- (c) A continuum of housing strategies linked to broad support programs, must be based on public policies, integrated at appropriate scales and at appropriate levels of government; such a commitment will assist the homeless and at the same time address the causes of homelessness.
- (8) Reliable estimates of the number of homeless people and the extent of homelessness are urgently required if governments are to be convinced to commit the necessary financial resources to solve the problems effectively. This entails appropriate measurement techniques which will lead to appropriate policy and program development and reflect widely varying economic, social, and geographic circumstances.
- (9) The momentum of IYSH 1987 must be retained and continued; lessons from successful international experiences ought to be reviewed and analysed for their potential replicability. To date however, information concerning successes and failures is not being effectively disseminated, either within or between countries. Although UNCHS (Habitat) has been an important catalyst, its efforts must be supported, complemented and expanded. Habitat '76 and the subsequent years of experience have shown that individually and collectively, member nations know what

ought to be done to provide shelter for those in urgent need and to improve existing shelter for the poor. The failure of the last decade was not the lack of skills, materials or resources, but the political will to apply these insights, choose relevant priorities, and allocate the necessary resources where they are needed in order to achieve lasting improvements in shelter, infrastructure, and urban communities generally. It is essential that the work leading up to the International Year and the extensive commitment to improving the shelter and neighbourhoods of millions of the poor and disadvantaged, initiated throughout 1987, continue. This commitment ought to be integrated into the prevailing policy system, its monitoring and implementation for human settlements, and their programs, nationally and globally. The next decade will be judged on how well the experience of IYSH and its recommendations will increase the political will to resolve homelessness nationally, harnessing it to stimulate increased economic strength, and turning knowledge of what ought to be done into effective action.

A review of Canada's recent experience both before and during IYSH suggests a framework for action through public policies and essential public/private partnership initiatives:

- (1) Continuing governmental commitment to policies and programs in support of the homeless and the removal of homelessness demands a clearly articulated factual base. This requirement involves a process of reliable enumeration of the homeless, province by province, and across Canada. Such enumeration poses complex problems of conceptualization, structure and measurement. Therefore it would be essential to commission for purposes of long-term policy development and management, the creation of a methodology

of enumeration leading to practical methods of quantifying the homeless, the incidence of homelessness by various categories, and their relationship to precipitant causes.

- (2) Immediate and continuing assistance to the homeless ought to include counselling, guidance and advice, to achieve access to a broad range of services currently available within a provincial or municipal jurisdiction. This assistance can be helped substantively through the creation of a single inventory of services that are appropriate and available to the homeless, locally and regionally. During the International Year under a federal government grant, a catalogue of organizations providing services in Canada to the homeless has been initiated. This catalogue ought to be augmented by providing a list of professionals available to help the homeless to encourage continuing communication between organizations and services in Canada and thereby achieve a better match between the available services and the needs of the homeless. The creation of a National Directory of Resources to Assist the Homeless on a regional and local basis is an urgent requirement to maximize the value of current programs and funding of services to those in greatest need.
- (3) The current report places special emphasis on the many projects from coast to coast that are attempting to aid the homeless and relieve homelessness. Many of these projects have already demonstrated success and sometimes weaknesses; both aspects of this wide range of projects that ought to be followed-up during the next decade. In order to fully assess what program initiatives are successful and which elements of these programs have proven ineffective, it is urgent to monitor, audit and evaluate systematically all the various project initiatives identified in the current report. Monitoring will allow con-

tinuing neutral observation of the programs and their various phases of action over time. Auditing will involve assessing at a given moment the working of selected programs under specific circumstances. Evaluation can then follow using the monitoring and audit information as a basis for critical assessment in order to continue or adjust the program's mandate, the project's objectives, and the available resources and techniques. While IYSH was a strategic and singular event, the projects that were initiated under these auspices ought to be monitored and followed-up on a continuing basis so as to provide a source of experience and an informed analysis for continuing and changing public policies.

- (4) Under Canada's federal government system and constitutional structure, matters of shelter, housing and related personal services come within provincial jurisdiction and responsibility. Most provinces during the International Year of Shelter for the Homeless initiated and participated in a variety of local and regional schemes. The current report reviews this experience from coast to coast. Most provinces however have few long-term policies or even continuing programs or administrative structures that focus on alleviating homelessness or the circumstances that create the homeless. The provinces not only have the constitutional responsibility, but they are and continue to be in the most strategic position to assist the homeless and remove homelessness. Each province

within the context of its own urban settlement needs and system ought to develop province-wide strategies to address shelter deficiencies, together with relevant social and economic programs to reduce and ultimately eliminate homelessness. These initiatives must engage the private sector, the voluntary agencies, and above all the homeless themselves acting through community-based organizations. The goal must be restoring a sense of dignity and purpose to the lives of individuals and families and to encourage them to return to the mainstream of society. While temporary shelters in most major cities will continue to fulfil crisis needs, the policy objective cannot be warehousing the poor or removing the indigents from the pavement or even maintaining the homeless as transients. Homelessness is life in disarray, therefore lasting solutions demand policies, programs and projects which allow individuals and families to develop the social, economic and physical basis from which to manage their lives, exercise some control over their future, and thereby regain the ability to contribute constructively to their own life and the life of the community. The provinces, exercising their jurisdiction and linking it to the availability of a broad range of existing services and programs must exercise leadership to reduce homelessness in a society of growing affluence, which upholds a commitment to ever-broader social and economic equity.

IN CONCLUSION

Research and analysis to date have established homelessness as a set of circumstances deeply rooted in the causes of urbanization and its economic and social consequences. Among the causes there are some that precipitate homelessness in different ways, in different parts of Canada and for different groups of the population. The poor and disenfranchised in the major metropolitan areas of Canada are increasingly at risk and constitute the largest group of the homeless including single-parent led families, teenagers, older women and men, and a portion of the Native population. Homelessness

describes the context in which those without a home struggle to survive against increasingly poor odds.

While some measure of homelessness is endemic to Canada's urban population, there are an increasing number of solutions which demonstrate that the homeless are not without hope, and homelessness cannot be considered a permanent or inevitable condition of life in Canada.

Canada clearly has the resources to reduce and ultimately remove homelessness as a social, economic, and shelter problem.

Let us bear in mind that a society is judged not so much by the standards attained by its most affluent and privileged members as by the quality of life which it is able to assure for its weakest citizens.

As we move towards the closing years of the twentieth century, we cannot fail to bear in mind that our actions today or our inaction will determine living conditions in the next century.

Javier Perez de Cuellar

Secretary-General of the United Nations, inaugurating the International Year of Shelter for the Homeless

1 January 1987



Office of the Mayor
CITY OF VANCOUVER
BRITISH COLUMBIA

Proclamation

"SHELTER FOR THE HOMELESS DAY"

WHEREAS

the United Nations has declared 1987 to be the International Year of Shelter for the Homeless in an effort to raise the awareness of world citizenry to the plight of the homeless;

AND WHEREAS

communities the world over are taking up this challenge to deal effectively with the causes and effects of homelessness;

AND WHEREAS

recent research in British Columbia has revealed that homelessness and inadequate shelter are significant social dynamics that require a public effort to attain a minimum standard of housing below which no person should fall;

AND WHEREAS

the people of Vancouver are committed to eradicating homelessness and its accompanying social ills by providing an infrastructure of programs and services for the population at risk;

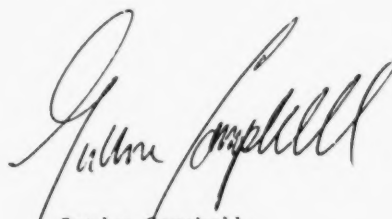
NOW, THEREFORE,

I, Gordon Campbell, Mayor of the City of Vancouver,
DO HEREBY PROCLAIM Friday, May 15th, 1987 as

"SHELTER FOR THE HOMELESS DAY"

in the City of Vancouver.




Gordon Campbell,
MAYOR.



NOTES

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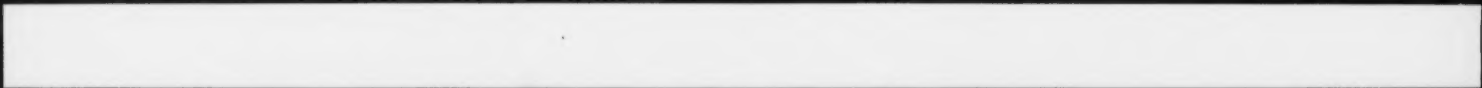
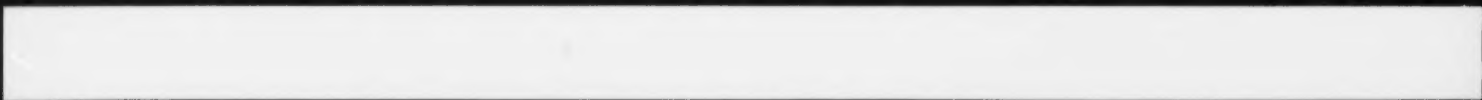
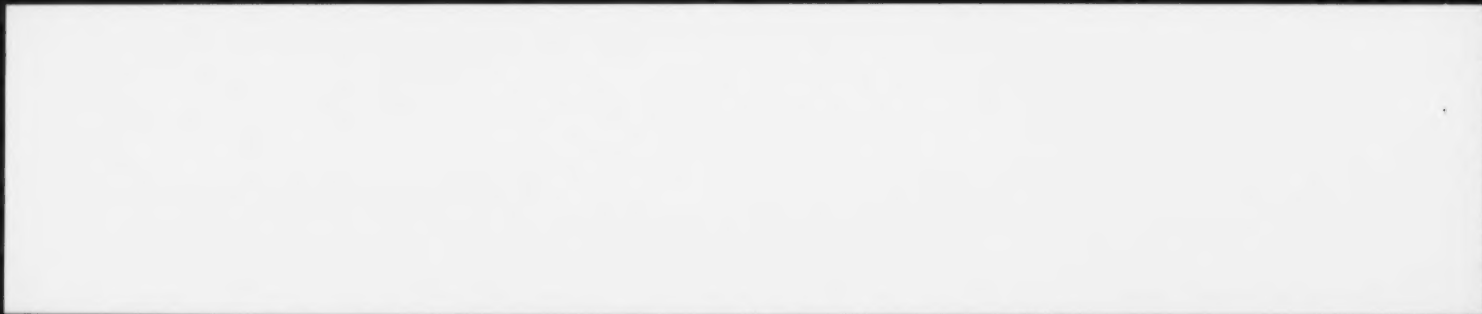
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